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THE UNIVERSITY OF ALBERTA
PUBLIC AID FOR PRIVATE SCHOOLS IN ALBERTA:
THE MAKING OF A DECISION

by



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A THESIS
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "Public Aid for Private Schools in Alberta: The Making of a Decision" submitted by Stanislaus Lawrence Digout in partial fulfilment of the requirements for the degree of Master of Education.

ABSTRACT

The main purpose of this study was to trace the events that led to the adoption of a decision to grant direct public aid to private schools in Alberta. The study focussed attention on the political activities that preceded the adoption of the decision and on the many arguments, both practical and philosophical, that were raised by the opponents and proponents of public aid for private schools.

Because it was considered appropriate, the case method was used to develop the study. An interview schedule was constructed, and twenty-four interviews were held with some of the individuals closely associated with the issue of public aid for private schools. These interviews, together with statements written on the interview schedule by a number of individuals who could not be seen personally, furnished a major portion of the information on which the study is based, and provided valuable insight into the case as well. Other sources of information were the minutes of the meetings of a number of involved organizations, the debates on the issue in the Legislative Assembly, the briefs presented to the Cabinet, and various government and non-government publications.

The study revealed that three organizations--the Association of Private Schools and Colleges in Alberta, the Christian Action Foundation, and the Societies for Christian Education--were responsible for most of the pressure that was exerted on the Cabinet with respect to public aid for private schools. Within these organizations, a handful of industrious individuals spearheaded the efforts that were made, and succeeded in gaining the support of key government representatives who carried the

issue to the Legislature. Although several organizations were opposed to public aid for private schools, they made little effort to prevent the granting of such aid until after a decision had been reached.

The study has also suggested that political pressure is continuing in an attempt to secure an increase in the grants now being given to private schools in Alberta. A survey of personal opinions indicated that there is considerable support for such an increase. This possibility has raised hope among private school supporters that a state-financed denominational school system will evolve, and fear among opponents of public aid that the public school system will consequently disintegrate.

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Particular mention should be made of Dr. William Vanden Born and of Dr. Gulbrand Loken who supplied the author with a great deal of material that would have otherwise been inaccessible, and who spent considerable time explaining to the author the significance of certain events that took place.

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CHAPTER I

THE PROBLEM AND ITS SIGNIFICANCE

I. INTRODUCTION

Until 1967 private schools in Alberta were not entitled to any form of direct government assistance, although public support was being provided in the form of indirect aid and as a benefit to the child rather than the school.¹ As far as it can be determined, the question of public aid for private schools was raised in the Legislature for the first time in recent years in March, 1962, when Earl Ansley and Ernest Watkins introduced a motion which would have entitled private schools to the same grants as public schools.² The motion was lost by a count of forty-six to nine.

In 1964 the Alberta Legislature passed Bill 129 which became Chapter 102 of the 1964 Statutes. This Act authorized the payment of grants to private junior colleges in the province for courses offered at the post-secondary level. However it was not until 1966 that any definite steps were taken to lend assistance to private schools offering instruction in Grades I-XII. In March of that year, Donald Fleming moved and Reverend Robert Simpson seconded that "... this Legislative Assembly urge the Government to consider means of extending a measure of financial assistance to private schools

¹See page 23 of this thesis for the nature of the support being given to private schools in Alberta prior to 1967.

²Journals: Third and Fourth Sessions of the Fourteenth Legislative Assembly of the Province of Alberta, 1961-62 (Edmonton: The Queen's Printer, 1962), p. 67.

teaching the Alberta curriculum."³ The motion was passed and on February 21, 1967, the Honorable Randolph McKinnon, Minister of Education, introduced a Bill to amend the School Grants Act. As amended by Bill 29, the School Grants Act provides that regulations may be passed granting aid to private schools offering instruction at the elementary, junior high, or senior high school level. In the Department of Education Expenditure Estimates, under the heading "Grants for Private Schools," the amount of \$400,000 was provided for aid to private schools during 1967. Subsequently, effective January 1, 1968, Order in Council 864/68 stipulates the following:⁴

There shall be paid in each calendar year to each private school a sum not to exceed \$100.00 for each FT [full-time] or FTE [full-time equivalent] resident pupil enrolled in Grades I to XII inclusive.

No further legislation on direct financial assistance to private schools has been enacted to date. However at the December, 1968, convention of the Alberta Social Credit League, the following resolution was introduced by the Calgary West constituency:⁵

WHEREAS much of the strength of our society is due to the diversity of educational experience:

THEREFORE BE IT RESOLVED that the Provincial Government is requested to look into the possibility of giving more aid and encouragement to those institutions providing private educational programs.

³Journals: Third Session of the Fifteenth Legislative Assembly of the Province of Alberta, 1966 (Edmonton: The Queen's Printer, 1966), p. 89.

⁴School Grants Regulations, Order in Council 864/68.

⁵Minutes of the Annual Convention of the Alberta Social Credit League, December 4-6, 1968.

The resolution was passed by a two-thirds majority, thus giving some indication that the Alberta Government may consider further increases in grants to private schools in the future.

Preliminary Investigation

As a political and philosophical problem involving educational finance, public aid for private schools is necessarily of interest to all individuals and groups who are either directly or indirectly involved with education in Alberta. Certain of these groups have in the past been instrumental in bringing about significant changes in the provincial educational scene. The Alberta Federation of Home and School Associations, Inc., for example; considers that it has been influential in the development of more than fifteen changes, largely in the area of curriculum, but involving also teacher training, education of Indian children, safety measures for students, and the establishment of the Cameron Royal Commission on Education, as well as a national Royal Commission on vocational education.⁶

Of significance in the case of public aid to private schools in Alberta is the apparent lack of direct involvement of organizations that normally raise a strong voice with respect to educational issues. The Alberta Federation of Home and School Associations, Inc. viewed with interest "proposals made by certain individuals and the Association

⁶This information is based on statements made by Reuben Cipin, former vice-president of the Alberta Federation of Home and School Associations, Inc., in a telephone conversation. The reader is asked to bear in mind that all the information used in this thesis that is based on statements made during personal interviews or telephone conversations was confirmed by the source in each case before being included in this study.

of Private Schools in Alberta concerning provision of grants of the Government of the Province of Alberta to such private schools,"⁷ but they adopted no official policy on the matter and went no further than to ask the Cabinet for more information. The Alberta Teachers' Association has always been opposed to "the expenditure of public funds for either direct or indirect support of private schools duplicating educational services offered by public or separate school districts."⁸ Yet this Association did not attempt to solicit political support for their stand until after grants to private schools had already been approved. The Alberta School Trustees' Association, in a brief to the Cabinet, rejected in principle "the provision of financial grants from the general revenues of the province to private schools which operate outside the jurisdiction of the public school system."⁹ However this was done only in objection to the decision after it had already been reached. Moreover the Department of Education, which often plays a prominent part in bringing forward amendments to the School Act, the School Grants Act, and various school regulations, seems to have had little part to play in this instance. Thus a preliminary investigation suggests that the ordinary kind of political process in Alberta did not

⁷Brief Submitted by the Alberta Federation of Home and School Associations, Inc. to The Executive Council of the Government of the Province of Alberta Including Certain Policy Statements Together with the Resolutions Adopted at the 1966 Convention, Spring, 1967.

⁸Letter from Stanley Clarke, Executive Secretary of the Alberta Teachers' Association, to all M.L.A.'s, Alberta Teachers' Association files, Edmonton, Alberta, March 10, 1967.

⁹Brief to the Executive Council presented by the Alberta School Trustees' Association, January 5, 1968.

lie behind the decision to grant public aid to private schools. At least the decision apparently was not reached by the normal channels of provincial educational legislation alone, and as an example of a different kind of political process deserves further examination.

II. SIGNIFICANCE OF THE STUDY

The responsibility for the organization and administration of education in Canada was awarded to the provinces by Section 93 of the British North America Act. Except for stipulations designed to protect the interests of denominational schools as established in certain provinces prior to Confederation, the authority of the province in education is all-powerful. Therefore the Provincial Legislature has the right to determine the path that education is to follow in Alberta. But although the Legislature represents the formal policy-making structure, certain groups in the population which have an interest in its educational policies are normally influential in shaping the character of legislative decisions. In discussing the development of educational policy, Kimbrough states:¹⁰

The process of decision-making . . . appears to come about through an interplay between those holding the official power and those representing the plurality of organized goal-setting groups. This process seems to be not unlike the market place where the plurality of forces, both official and unofficial, bargains for policy decisions.

This study attempts to lend some insight into the roles of such bodies as the Association of Private Schools and Colleges in Alberta, the Christian Action Foundation, the Alberta Federation of Home and School

¹⁰Ralph B. Kimbrough, Political Power and Educational Decision-Making (Chicago: Rand-McNally & Company, 1964), p. 15.

Associations, Inc., the Alberta Teachers' Association, the Alberta School Trustees' Association, the Department of Education, the Legislative Assembly, and the Cabinet with respect to one important change in legislation concerning educational policy. Presumably educators are interested in decision-making, in how issues arise, in the pressures that are exerted on the legislature, and in how issues are finally settled. This study will be significant to the extent that it clarifies what the nature of the influence surrounding this particular issue was, who the influentials were, and how they were able to exert their influence.

III. THE PROBLEM

The problem investigated in this study may then be stated as follows:

What were the immediate circumstances and the political processes that led to the Cabinet's decision to grant public aid to private schools in Alberta?

Statement of the Subproblems

In order to better understand the problem being investigated, it is necessary to examine several narrower questions which should aid in developing a more orderly and complete picture of the evolution of the decision:

1. To whom did the individuals and organizations concerned make representation for or against the issue of public funds for private schools?
2. By whom were representations made?
3. How often and over what period of time were

representations made?

4. What arguments were advanced in favor of the issue?
5. What arguments were advanced against the issue?
6. What role was played by members of the Cabinet and of the Legislative Assembly?
7. What role was played by the Department of Education?
8. What implications does the decision hold for education in Alberta?

IV. DELIMITATIONS

In March, 1962, during the fourth session of the Fourteenth Legislative Assembly of the Province of Alberta, Earl Ansley moved and Ernest Watkins seconded the following resolution:¹¹

WHEREAS the survival of democracy is dependent upon an excellence in education which will enable the individual to use most effectively the mental, moral and physical gifts of a generous Creator and, consequently, requires that our school system should provide the greatest possible measure of inducement and opportunity for the teaching of all subjects of the curriculum in the light of Divine Knowledge; and

WHEREAS some form of parochial school under the influence of a religious institution offers the most practical means of overcoming the limitation for meeting the requirements inherent in the ordinary public school; and

WHEREAS changed circumstances in school administration and school financing have presented new prohibitions and deterrents for the operation or establishment of such parochial schools:

THEREFORE BE IT RESOLVED that this Legislative Assembly urge the Government to give consideration to:

1. The extension of separate school privileges to the areas served by centralized school attendance centres and, where desired, to the area comprising a school division or county.

¹¹Journals, loc. cit.

2. The extension, where proper standards are met, of privileges comparable to a separate school to private schools, namely the payment of grants and relief from dual taxation.

The motion was lost by a count of forty-six to nine. It is the intention of this study to trace the evolution of the decision by the Legislature to accept a similar, albeit much narrower, resolution in March of 1967 by an overwhelming majority. No attempt will be made to discuss the propriety of the decision. Nor will the study concern itself with conclusions as to the relative advantages and disadvantages of private schools. Instead it will concentrate on how a decision was made and who was instrumental in the making of that decision.

V. LIMITATIONS

This study is bound by several important limitations. First, it is a case study and is therefore subject to all the limiting factors of that type of approach.¹² Second, the primary methods of collecting data were the personal interview and the questionnaire, and the researcher therefore faced the limitation imposed by the participants' ability to recall clearly the events as they occurred. Third, the study deals with the evolution of one particular decision only, reached apart from the usual political process, and the meaning that can be extracted from a study of this type relates to that decision alone.

VI. ASSUMPTIONS

In the investigation of the events leading to the decision in

¹²For a discussion of the limitations of the case study, see page 11.

question, the following assumptions were made:

1. That the major influentials responsible for the approval of the decision could be identified;
2. That the interview method permits in general the obtaining of valid and accurate information;
3. That the various organizations concerned would grant access to all documentary materials available.

VII. RESEARCH PROCEDURES

The purpose of this study is to examine the pattern of events that led to the adoption of a particular decision. It attempts not only to secure the official data related to the question, but to look past surface events to the more complex interactions that throw light on the processes, the more obvious causal factors, and the hidden influences that affect the outcome. In other words, it hopes to uncover the role presumably played not only by the ordinary influentials, but also by those (influentials) who are not necessarily a part of the official policy-making structure.

The Case Study Method

The case study method seems to be suited to the investigation conducted in this paper. Olson states that "the more unique [sic] an event the greater the demand for a case approach,"¹³ and that "the case

¹³Willard C. Olson, "General Methods: Case Study," The Scientific Movement in Education. Thirty-seventh Yearbook of the National Society for the Study of Education, Part II (Bloomington: Public School Publishing Co., 1949), pp. 329-332.

method is practically mandatory for the student interested in process rather than product."¹⁴ This study deals with an issue that seems to stray from the normal channels of decision-making influence in educational legislation in Alberta.¹⁵ Also it attempts to trace the processes that led to the ultimate decision and is not primarily concerned with the product.

Pauline V. Young suggests that case studies are generally prepared by means of the personal interview and supplemented by clinical and other records. They aim to study the entire life cycle, or a definite process in this cycle, of an individual unit--a person, family, institution, social group or community.¹⁶ Good states that "a case is a particular one of a kind which may be considered a basic unit for study."¹⁷ He sees the case study as suitable in a wide range of investigations, and suggests that the case may involve one human being or an episode in his life, or it might conceivably be a nation, a race of people, or an epoch in history.¹⁸ It has also been frequently used to study certain problems in education, and is obviously an important source of educational ideas.¹⁹

In discussing empirical studies of the bureaucratic structure

¹⁴Ibid.

¹⁵For further discussion, see page 4.

¹⁶Pauline V. Young, Scientific Social Surveys and Research (New York: Prentice-Hall, Inc., 1939), p. 266.

¹⁷Carter V. Good, The Methodology of Educational Research (New York: Appleton-Century-Crofts, Inc., 1936), p. 567.

¹⁸Ibid.

¹⁹Ibid.

of organizations, Blau makes the following observation:²⁰

. . . case studies of small groups have the major advantage of lending themselves to interlocking various research procedures. Direct observation, documents, and interviews can be used to obtain a variety of systematic empirical data on any particular problem. An impressionistic study of bureaucracy may show that informal relations between officials influence their work; but it cannot determine the exact nature of informal relations in a group or the extent to which the competence of an official affects his informal relations or the processes through which his position in the group influences his performance. This requires precise information about very different phenomena, available only if several systematic research techniques can be used. In this respect, the case study is also superior to the interview survey, which is confined to those data that can be obtained from responses to questions.

Limitations of the case study method. Kimball Young summarizes three important limitations in his evaluation of the case study method.²¹

- (1) The records used are open to errors of perception, memory, judgment, and unconscious bias with a special tendency to overemphasize unusual events.
- (2) No interchangeable units of behavior are used in these reports; hence it is impossible to make any quantitative check upon them without additional data. That is, there is no exact way to compare behaviors or statements of one person with those of another.
- (3) Any generalizations made may be false, probably due to lack of numerous records and to the use of atypical data rather than typical, normal cases.

Pauline V. Young also warns about the tendency of researchers to generalize and to forget the important fact that "formulated

²⁰Peter M. Blau, The Dynamics of Bureaucracy (Chicago: The University of Chicago Press, 1955), p. 4.

²¹Kimball Young, "Methods, Generalization, and Prediction in Social Psychology," Publications of the American Sociological Society, XXVII, No. 2 (May, 1933), 29.

generalizations may have been based on data which represents atypical cases."²² However, both Kimball Young and Pauline V. Young agree with Elmer who concludes that the case study is "one of the distinctive methods which are of value in social research for reaching certain objectives which cannot be met adequately by any other method."²³

The Collection of Data

The chief instruments used in collecting data for this study were the structured interview and the questionnaire. Interviews were sought with a number of key individuals who were apparently directly involved in the case, including present and past members of the Association of Private Schools and Colleges in Alberta, private school administrators, Cabinet Ministers and former Cabinet Ministers, members of the Legislature who fought for and against the issue, members of the Advisory Committee on Private Schools, and civil servants and former civil servants from the Department of Education. The interview was used to obtain the personal reaction of individuals involved and to delve beyond the written documents to hidden influences that may have played an important part. As a source of information on socio-personal and political interaction, it provides materials and insights not available through other techniques.

Several individuals who were involved in the case are no longer living in the Alberta area, and were not available for personal interviews. It was therefore necessary to find other means of collecting information from these individuals. Thus, a questionnaire was used as

²²Pauline V. Young, op. cit., p. 274.

²³Manuel C. Elmer, Social Research (New York: Prentice-Hall, Inc., 1939), p. 129.

the instrument for collecting data in instances where personal contact was not feasible.²⁴

In addition to the interview and the questionnaire, a number of documents were used in tracing the development of the events that led to the decision. These included:

- (a) the minutes of the meetings of the Association of Private Schools and Colleges in Alberta;
- (b) the minutes of the meetings of the Advisory Committee on Private Schools and Colleges;
- (c) the files of the Alberta School Trustees' Association, and the Alberta Catholic School Trustees' Association;
- (d) the actual speeches of the speakers on the 1966 Fleming-Simpson motion in the Legislative Assembly;
- (e) the Journals of the Legislative Assembly, the Alberta Gazette, the Christian Vanguard, newspaper clippings, and letters;
- (f) briefs presented to the Cabinet;
- (g) the School Act, the Department of Education Act, Regulations and Orders in Council related to private schools.

VIII. ORGANIZATION OF THE THESIS

The structure of the thesis has been assembled in seven chapters following the introduction.

²⁴The questionnaire used was in fact identical to the interview schedule. It was constructed for a double purpose: to serve as a guide for conducting personal interviews, and to serve as a basis for collecting information from individuals who were not available for interviews. It is reproduced in full in Appendix A, p. 142.

Chapter II reviews the related literature under two main headings: a brief overview of the function of private schools in Canada and elsewhere; and a report on research studies conducted on private schools in Alberta.

Chapter III gives some general background on private schools in Alberta, including their legal status, their purpose, and their sources of financial support.

Chapter IV describes briefly the history and function of three organizations which played prominent roles in the issue of public funds for private schools in Alberta--the Association of Private Schools and Colleges in Alberta, the Christian Action Foundation, and the Societies for Christian Education.

The next three chapters describe in some detail the events that led to the introduction of expenditure of public funds for private schools in Alberta, and the efforts that are continuing in search of an increase in the amount of these funds.

The final chapter includes a summary of these events, a discussion of some important developments that took place in the course of these events, and a synopsis of the arguments for and against public aid that were collected during the study. The last two sections deal with implications and conclusions that may be drawn from an analysis of opinions expressed by the various individuals consulted in the course of this study.

CHAPTER II

RELATED LITERATURE

I. INTRODUCTION

The private school in Alberta, and particularly the question of public funds for private schools, has not been the subject of much research. Elsewhere in Canada and more so in other countries, the function of the private school has drawn considerable attention, particularly from the theorist in education.

In this chapter the literature will be considered under two headings: a very brief overview of the place and function of private schools in Canada and elsewhere; and research studies on private schools in Alberta.

II. FUNCTION OF PRIVATE SCHOOLS

In a brief to the Ontario Commission of Taxation, the Ontario Alliance of Christian Schools point out that their private schools have three corner-stones: the first is religion; the second is parental responsibility for the education of children and the organization of their schools; and the third is their conviction that such schools are important for the maintenance of true liberty.²⁵

Writing about the private school in Canada, Lahey concludes that the private school has been of "incalculable service to Canada and to

²⁵Brief to the Ontario Commission on Taxation by the Ontario Alliance of Christian Schools, 1964.

the rounded development of many citizens of Canada."²⁶ He pictures the private school as stressing the worth of the individual rather than the crowd, as being independent of the tensions and animosities of a voting public as well as of outside financial control, and as fostering the development of spiritual needs and values, the pursuit of truth, and the need for self-perfection.²⁷

The private school has long been the subject of much controversy in the United States. For example, Tucker praises the private school for serving a very essential purpose in giving the country a diversification of schools and for not letting education become "a closed monopoly under political control with all the schools utterly godless and reduced to drab uniformity."²⁸

In an Oregon Court judgment, United States Supreme Court Justice James C. McReynolds declares:²⁹

The fundamental theory of liberty upon which all governments in this Union repose excludes any general power of the state to standardize its children by forcing them to accept instruction from public teachers only. The child is not the mere creature of the State; those who nurture him and direct his destiny have the right, coupled with the high duty, to recognize and prepare him for additional obligations.

On the other hand, Francis Parker vehemently opposes private

²⁶Gerald F. Lahey, "The Private School," Canadian Education Today, Joseph Katz, editor (London: McGraw-Hill Company of Canada Limited, 1956), p. 142.

²⁷Ibid., pp. 142-43.

²⁸Gilbert M. Tucker, The Private School (New York: Vantage Press, 1965), p. 43.

²⁹James C. McReynolds, as quoted in John S. Brubacher (ed.), Eclectic Philosophy of Education (Englewood Cliffs: Prentice-Hall, Inc., 1958), p. 285.

education in general and sectarian education in particular. He states:³⁰

No one can disclaim the right of parents to educate their children; but the effect of sectarian isolation in school, no matter what the religion taught may be, is mistrust, contempt, and too often, hatred, of all other sects. The creed does not rely upon its intrinsic value, but upon its method of isolation; upon the keeping of the children of its peculiar sect separate, that they may be inoculated with prejudice, instead of being filled with love for all mankind.

Similarly James Bryant Conant, former President of Harvard University, decries those who seek to increase the scope and number of private schools and states that the greater the proportion of our youth attending private schools, the greater the threat to democratic unity.³¹ Instead he suggests that our public schools should serve all creeds and attempt to stamp out all denominational differences.³²

Public Aid for Private Schools

The attitude of educators toward public aid for private schools seems to vary with their attitude toward the private schools themselves. The Constitution and laws of The Netherlands sanction full equality for public and private schools. Thus both can draw on public funds for building costs, teachers' salaries and the purchase of equipment. Maarten Rooy of the University of Amsterdam defends this approach with

³⁰Francis W. Parker, Talks on Pedagogics (New York: John Day Company, 1937), p. 307.

³¹Tucker, op. cit., p. 47.

³²There are numerous publications in which arguments are given for and against private schools. Those given above are intended to furnish the reader with a range of opinions expressed on the subject, and are by no means all-inclusive.

the following words:³³

In my opinion, which is that of a philosophical liberal, and opposed to certain tenets of denominational parties, the Dutch school system reflects to the highest degree respect for human freedom, particularly for freedom of thought and religion, as well as mutual respect amongst citizens in regard to each other's creeds and philosophies.

However Aalbert Boogaard, former editor of the weekly publication of The Netherlands Teachers' Association, sees his country's school system as being wasteful, far too expensive, inferior because of fragmentation, and worst of all, "splitting our nation into what we call three or even more columns."³⁴

In the United States, where public assistance to private schools is generally not provided, strong voices have also been raised both for and against public aid. For example, the Christian Action Foundation urges the removal of the financial disadvantage of private school systems so that their supporters "may exercise their legitimate right to designate their educational tax dollars for their schools."³⁵ Contrariwise, Arvid Burke refers to public financing of private schools as "a most expensive and wasteful practice."³⁶ As well, Calvin Grieder warns that any assistance to nonpublic schools would be a serious departure

³³Maarten Rooy, Education in a Pluralistic Society, Lecture given at St. Michael's University, Toronto, December 8, 1960 (mimeographed).

³⁴Aalbert Boogaard, "Tax Money for Church Schools," The Phi Delta Kappan, XXXVII (April, 1955), 269-70.

³⁵Brief to the Iowa State Board of Education by the Christian Action Foundation, Sioux City, March, 1969 (mimeographed).

³⁶Arvid J. Burke, Financing Public Schools in the United States (New York: Harper Brothers, Publishers, 1951), p. 229.

"from our hard won separation of school and church."³⁷

Not all supporters of private schools, however, favor the acceptance of public funds. Tucker, a strong proponent of private schools, urges that they should "neither solicit nor accept political grants but should stand on their own feet, relying first on tuition receipts . . . and secondly on voluntary gifts by public-spirited citizens."³⁸ Lahey sees as one major advantage of the private school its independence of the tensions and animosities of a voting public as well as of outside control. At the same time he fears that without public aid the financial burden will become unbearable and lead to lower standards.³⁹

III. STUDIES ON PRIVATE SCHOOLS IN ALBERTA

A review of available literature reveals only five studies done in Alberta that can be related to this thesis.

Cook investigates the history of secular and religious institutions of learning in the Mormon area of Southern Alberta, and relates the history of their development to general movements which were taking place in Alberta at the various periods in their growth.⁴⁰ Although his study

³⁷ Calvin Grieder, "S.2499 Would Nationalize Our School System," Nation's Schools, XXXIX (February, 1947), 27.

³⁸ Tucker, op. cit., p. 124.

³⁹ Lahey, op. cit., p. 141.

⁴⁰ Dean Cook, "A History of Educational Institutions in Mormon Communities of Southern Alberta" (unpublished Master's thesis, The University of Alberta, Edmonton, 1958).

begins with the development of pioneer schools under church control in the late nineteenth century, it is for the most part the story of the growth of the public school system in "Mormon country," and how the members of the Mormon sect were assimilated into the broader society of the Western Canadian frontier.

Of interest to this study is Chapter IV of Cook's thesis, which tells the complete history of a Mormon Church private school--The Knight Academy. This Academy was established in Raymond in 1910 so that "an opportunity should be given to the maximum number of students to expose themselves to as much cultural and religious instruction as possible during the limited time at their disposal."⁴¹ Cook discusses the purpose of this Academy, its administration and curriculum, teaching personnel, student activities, the various programs developed, and the closing of the Academy in 1921. Two primary reasons are given for its closing. First, the general policy of the Mormon Church after 1920 was to withdraw from the junior college and secondary school fields. Second, the public high schools were in a better financial position to equip their schools with laboratory equipment, physical training facilities and other properties essential to a good education. Although student fees are discussed, Cook does not deal with the overall financing of The Knight Academy.

Smith examines eight Protestant affiliated private schools in Alberta in terms of such characteristics as size, academic efficiency, and emphasis on religious instruction. His purpose is "to attempt to

⁴¹
Ibid., p. 66.

find common elements within these private schools which might profitably be adopted by the public schools,"⁴² and "to investigate the nature of the growth of these private Protestant affiliated schools."⁴³ He looks at electives offered, religious programs, school populations, accomplishments of the schools, teacher qualifications, and common elements with respect to religious curricula which may have implications for the public schools.

Smith concludes that very little can be abstracted from the religious curricula of private Protestant schools by way of common elements for adoption by the public schools. He also concludes that because of their academic records these schools are making a laudable contribution to education and should be encouraged to carry on and assisted to expand. He does not touch upon the financial support of these schools, nor does he comment concerning the question of public aid.

Chester Ronning traces the development of the Camrose Lutheran College from its inception in 1911 until 1941.⁴⁴ He examines the curriculum offered at the College, the extracurricular activities, the students and graduates, dormitory life, and the financing of the institution. His purpose is to estimate the place of Camrose Lutheran College in the educational system of the province, to evaluate its contributions in achieving desirable educational and social aims in a democratic

⁴²Franklin Hyrum Smith, "A General Survey of the Protestant Affiliated and Accredited Secondary Schools in Alberta" (unpublished Master's thesis, The University of Alberta, Edmonton, 1949), p. 3.

⁴³Ibid.

⁴⁴Chester A. Ronning, "A Study of an Alberta Protestant Private School: The Camrose Lutheran College" (unpublished Master's thesis, The University of Alberta, Edmonton, 1942), p. 3.

community, and to describe the manner in which it met the problems that arose during that period of its existence. He concludes that private schools should be given greater academic freedom by the Department of Education, that they should be free from taxation, that they should receive tuition fees from the school divisions whose pupils they are educating, and that there was an urgent need for a complete survey of private education as it existed in Alberta in 1942.

In his study of the Seventh-day Adventist educational program in Canada, Miller examines the development of the Canadian Union College, a private school situated at College Heights, Alberta.⁴⁵ Among other things, he concludes that the system of public education as we know it today (1957) cannot meet the demands of the Seventh-day Adventists. They believe in their own system of private schools where they can impart the religious training they feel is a necessary part of a complete education. Miller also states the case for and against state aid to private schools and examines the position of the Seventh-day Adventist Church on this issue. He finds that Seventh-day Adventists are not in favor of public funds for the support of private schools and are equally opposed to the teaching of religion in the public schools.

A study by Abram G. Konrad which was completed in 1961 attempts to determine the legal provisions regarding public support of private

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Philip Gordon Miller, "A Brief History of the Seventh-Day Adventist Educational Program in Canada with Special Reference to Alberta" (unpublished Master's thesis, The University of Alberta, Edmonton, 1951).

education in Alberta and British Columbia.⁴⁶ This study also looks at the extent to which private schools were being supported by public funds and tries to ascertain the general thinking in regard to such support.

Konrad finds that in 1961 public support of private education in Alberta was being provided in the form of indirect aid,⁴⁷ as a benefit to the child rather than the school. Auxiliary services included the provision of health services, University extension services, textbooks, provincial superintendents, administrative consultants, audio-visual aids, tests and measurements, departmental examinations, and pupil transportation allowances.

Konrad attempted to assess current thinking in regard to public support of private education by sending a questionnaire to the principals of private schools and superintendents of public schools in Alberta and British Columbia. His findings indicate general agreement on several items. Without exception, the administrators of both provinces favored public support of private education through the provision of courses of study to private schools. Similarly, when the administrators were grouped by province and by affiliation (private and public), they also agreed that the services of the Division of Tests and Measurements should be available to private schools on the same basis as to public schools.

⁴⁶Abram G. Konrad, "Public Support of Private Education: An Analysis of Practice and Opinion in Alberta and British Columbia" (unpublished Master's thesis, The University of Alberta, Edmonton, 1961).

⁴⁷By direct aid, Konrad appears to mean the payment of appropriations and grants to the school directly, whereas by indirect aid, he means all services provided to private schools by the Province of Alberta which do not involve actual payment of funds to the school. Transportation of students and use of tests and measurements are given as examples of indirect aid.

On the other hand, the administrators were least in favor of supporting private education through local district taxation, full provincial support, and provision of transportation facilities to private school children.

Administrators who favored public support of private education did so on the premises that freedom of choice should not be penalized; that private school supporters, as ratepayers, deserve a share of the public funds; that the health and welfare of individual children should not be threatened; that a democratic system should provide equal benefits to all; and that the private school makes a valuable contribution to society. Those opposed argued that church and state should remain separate; that religious indoctrination should not be subsidized; that private schools mean a wasteful duplication of services; that those who prefer private education must be willing to pay for it; and that public support would of necessity be accompanied by public control.

IV. SUMMARY

The brief review of literature on the private schools tends to suggest several areas of general consistency:

1. Proponents of private schools see them as rendering valuable service by providing religious and moral training, diversification of school programs, and opportunity for parental exercise of rights in education. They stress private schools as essential for the maintenance of true liberty.

2. Opponents of private schools object to them as being divisive, wasteful, and expensive. They also see private schools as posing a threat to the public system.

3. Not all proponents of private schools favor public aid.

Some object to any form of public assistance as a threat to the political independence of private schools.

4. In Alberta the private school is faced with financial problems, and there is a feeling among private-school people that some form of public assistance is needed to ease the financial burden. However, the Seventh-day Adventists are not in favor of such assistance.

5. Public support in the form of services other than direct financial grants has been provided for private schools in Alberta for some time. This support was intended to benefit the individual child rather than the school.

CHAPTER III

BACKGROUND ON PRIVATE SCHOOLS IN ALBERTA

I. INTRODUCTION

The purpose of this chapter is to provide some measure of general background on the private school in Alberta. This will be covered under three main headings: the legal status of private schools in Alberta; the purposes of private schools as perceived by private-school people; and a brief report on a questionnaire to private schools examining the financing of these schools.

II. LEGAL STATUS OF PRIVATE SCHOOLS IN ALBERTA

The Department of Education Act for Alberta defines a private school as one other than a school operated by a district or a division or county that "offers or purports to offer instruction in courses established by the Department or courses substantially the same."⁴⁸ By this Act the Lieutenant Governor in Council may make regulations governing the establishment, operation and supervision of private schools and no person shall operate a private school until it has been approved by the Minister. Provision is also made to penalize any person found guilty of violating this Act.⁴⁹

In addition to the Department of Education Act, Order in Council 4/46 recognizes private schools as existing at the pleasure of the

⁴⁸The Department of Education Act, R. S. A. 1957, c. 95, s. 8.

⁴⁹Ibid.

Minister and indicates a number of conditions that must be met before any such school can be established.⁵⁰ Subsection 3 states that any application for permission to establish a private school shall set forth the name or names of the person or persons or organization owning and controlling the school, and the application shall state the reasons for the establishment of the school and shall provide any additional information required by the Minister.⁵¹ Further subsections call for buildings which meet the requirements of the Department of Education, a program of studies substantially the same as that of the Department, teachers that have proper certificates or are found by the Minister to possess equivalent academic and professional qualifications, and inspection by the staff of the Department.⁵²

The private school in Alberta must make annual application for renewal of authority to operate. If in the opinion of the Minister, a private school is not being conducted in accordance with the regulations set down by Order in Council 4/46, the Minister may refuse the application for renewal. It is obvious, therefore, that the legal status of private schools is tenuous. Barga states that they have no legal existence, but are "tolerated" by the provincial government, generally in deference to the desires of certain classes of persons, most commonly religious

⁵⁰Private schools had been in operation in Alberta for many years prior to the adoption of Order in Council 4/46 in 1946. However for some reason the province did not deem it necessary to become very specific about their status and operation until that time.

⁵¹Department of Education Regulations, Order in Council 4/46.

⁵²Ibid.

minorities.⁵³ Nevertheless they continue to exist. In 1968 there were thirty-nine such schools in operation in Alberta, employing 268 teachers, with an enrolment of approximately 6000.⁵⁴

III. PURPOSES OF PRIVATE SCHOOLS

Education in Canada is the responsibility of the provincial government under Section 93 of the British North America Act. In Alberta all children have access to elementary and secondary education through the public school system. The money required for the support of this system with its public and separate schools is provided primarily from local property taxation and grants from the general revenues of the province. Obviously the provincial government has recognized and acted upon its responsibility to provide for the education of the Alberta youth. Why then is the existence of private schools necessary when all children, including those now in private schools, have the unquestioned right to attend the publicly supported system?

The primary reason for the existence of private schools stems from philosophical considerations. In a brief to the Cabinet, the Association of Private Schools and Colleges in Alberta describes the role of the private school in these words:⁵⁵

Predominantly, our private schools are Christian schools where the Christian faith is the dynamic for both the criticism and the achievement of the goals of civilization and the

⁵³Peter F. Bergen, The Legal Status of the Canadian Public School Pupil (Toronto: The MacMillan Company of Canada Ltd., 1961), p. 160.

⁵⁴These figures were taken from the Department of Education's List of Operating Schools in Alberta, 1968-69.

⁵⁵Brief to the Cabinet of the Province of Alberta by the Association of Private Schools and Colleges in Alberta, May 21, 1964.

ordering principle relative to the complex needs of our generation.

The same brief listed the following services rendered to Albertans by the private schools:⁵⁶

1. Pioneering educational services--experiments in curriculum, teaching methods, higher education, music, semester programming, rehabilitation efforts for youth, etc.

2. Providing education of the whole man--intellectual, physical, social, and spiritual.

3. Providing educational stability for children in a day when parents move across the face of Canada on short notice. Private schools often provide a home as well as an education for needy children in a day of broken homes, working parents, military personnel, etc.

4. Training leaders for both provincial community and church positions by a unique emphasis on the importance of the individual and the responsibilities of Christian citizenship.

Chester Ronning, in his study of the Camrose Lutheran College, expresses concern for the "lack of accurate knowledge, even among educators, with respect to the type of work being done in the private school."⁵⁷ He tries to enlighten the public about the aims and activities of Camrose Lutheran College by using this quotation from Leonard C. Sherman:⁵⁸

In the first place the public must realize that in a democracy private secondary education is absolutely necessary to a well-rounded system of democratic education. Too often the public thinks of private education in terms of private business enterprise or in terms of a retreat for those who cannot fit into the public school system. The public must be made to realize that private education does not mean any one of these things but is in its true sense a necessary complement to the public school, doing the things that the public school by its very nature cannot do.

⁵⁶Ibid.

⁵⁷Ronning, op. cit., p. 3.

⁵⁸Ibid., p. 4.

Ronning suggests further that a private school must perform an essential service to a democratic society, and quotes Sherman as saying:⁵⁹

They (the public) must be made conscious of the fact that the private school has a mission in a democracy that is on a par with that of the public school. They must be led to realize that the private school, functioning in a proper manner, does not simply duplicate the work of the public school nor does it exist as a private business enterprise but that it is an essential agency that complements the work of the public school. Because of this lack of understanding, private schools and private-school people do not always receive the consideration from those engaged in the field of public education that should be given. However, when public-school people realize the importance of the private school in a democracy, they will accord private-school people a place equal in importance to that held by them; and they will cooperate in helping the private schools in the realization of their objectives.

Other such schools in Alberta have voiced different purposes for existence, such as the training of bilingual citizens and helping students overcome moral and emotional problems.⁶⁰ With respect to its school, the Edmonton Talmud Torah Society has drawn up the following objects:⁶¹

Section I. The main function and purpose of the Society shall be to provide a school in the city of Edmonton, Province of Alberta, at which there shall be taught a specific maximum curriculum of Judaic and Hebraic content so as to provide the students of the school through the said curriculum: (a) with a training in Hebrew language and culture; (b) with a wide Jewish religious atmosphere and background, as well as a sympathetic knowledge of, and an attachment to, Jewish religious traditions, customs and values; (c) with ideals of individual and communal responsibility so as to prepare them for citizenship in Canada.

⁵⁹Ibid.

⁶⁰From Summary of Questionnaire, Association of Private Schools and Colleges in Alberta, May, 1963 (mimeographed).

⁶¹Bylaws of Edmonton Talmud Torah Society, Article II, May, 1968.

Section II. The secular curriculum taught in the school shall be based on the requirements of the Department of Education of the Province of Alberta and the Public School Board of the City of Edmonton.

Section III. The Society's school shall endeavor to obtain teachers best qualified to attain the highest educational standards in the Society's school.

What now appears to be the fastest growing private school movement in Alberta is that of the National Union of Christian Schools, District Eleven. These schools, eight in all, are operated by the Societies for Christian Education in Edmonton, Calgary, Lethbridge, Red Deer, and Lacombe. In a brief to the Alberta Cabinet, these Societies expressed the purpose of their schools as follows:⁶²

Christian schools . . . are schools where children receive an education based on the Bible, the infallible Word of God. We assert that the Bible reveals that man has been created in the image of God to live and labor as His servant in this world. We feel that our children must be taught to understand life as the service of God. They must be prepared to take their place in society, as citizens equipped to serve God and their nation.

It is obvious that religion is not a mere addendum, something which can at will be added to education. Christian education does not merely consist of reciting prayers, reading Bible passages, or telling Bible stories. Important as they are, by themselves they do not make a school system Christian. Christian education takes its starting point in the Word of God and in that light seeks to instruct students. Hence we assert that the purpose of education, its contents and methods, must be scripturally directed.

The above suggests, therefore, that private schools in Alberta are operated for a number of reasons. One common factor appears to be a desire on the part of private-school people to offer something beyond what is generally offered in the publicly-supported systems, usually

⁶²A Brief submitted to the Cabinet of the Province of Alberta by Calgary, Edmonton, Lacombe and Lethbridge Societies for Christian Education and Hillcrest Christian College, Medicine Hat, January, 1966.

more extensive training in religious principles.

IV. FINANCING OF PRIVATE SCHOOLS IN ALBERTA

It is not the purpose of this study to investigate the financial circumstances of private schools in Alberta. However a questionnaire sent out to twenty-one member schools by the Association of Private Schools and Colleges in Alberta in 1963 divulges some information that may help gain an understanding of how some of these schools were financed in the past.⁶³

Of thirteen private schools replying to the questionnaire, eleven mentioned finances as a special problem. Three schools indicated they were receiving adequate financial help from affiliated groups, four indicated receiving inadequate help, and one indicated receiving no help. Two schools mentioned exemption from taxation as one means of government support, one reported a city grant of \$450 per annum to educate government wards, while others reported that a few students receive help from Welfare, Veterans' Affairs, and the Department of Indian Affairs.

Student fees constituted the major source of support. Registration fees varied from none to \$25, and general purpose fees from none to \$195, with an average of \$10 per pupil. Room and Board ranged from \$12 per week to \$75 per month. Tuition ranged from \$45 per year to \$700 per year. Other fees, primarily students' union and car parking, were mentioned but not specified. Total fees charged varied from \$45 to \$360 per year in the elementary schools, and from \$200 to \$500 per year for

⁶³Summary of Questionnaire, op. cit.

high school day students, with averages of \$205 and \$310 respectively. For high school and junior college boarding students the range was \$500 to \$1250, with an annual average of \$750.

CHAPTER IV

THREE ORGANIZATIONS

I. INTRODUCTION

The purpose of this chapter is to describe briefly the history and function of three organizations which seem to have played the most prominent roles in the issue of public funds for private schools in Alberta. These are: the Association of Private Schools and Colleges in Alberta; the Societies for Christian Education; and the Christian Action Foundation.

Other organizations and groups were involved in the issue as well --the Legislative Assembly, for example. However the structure and purpose of the three mentioned above is not generally known and since they will be mentioned frequently in the chapters to follow, it seems desirable to give some background information about them.

II. THE ASSOCIATION OF PRIVATE SCHOOLS AND COLLEGES IN ALBERTA

The Association of Private Schools and Colleges in Alberta is made up of a group of educators representing a number of private schools in the province. It was formed in 1958 when three private school educators, Dr. Harrison Villett of Alberta College, and Dr. John Collett and Dr. John Garden of Mount Royal College called for an exploratory meeting to discuss the establishment of such an organization. The initial meeting was held in Edmonton on March 22 of that year. At that time a constitution committee was formed and it was decided that

Lucien Maynard, an Edmonton lawyer, would be engaged to assist this committee in drawing up a constitution. An official constitution was formally accepted at the second meeting on May 10, 1958, and by September 30 the Association had a charter membership representing nineteen different private schools.⁶⁴

Purpose of the Association

The constitution of the Association of Private Schools and Colleges in Alberta states its aims as follows:⁶⁵

The object and purpose of the Association is to (a) support and encourage high standards in the private schools of the Province, (b) to make known to the public the aims, ideals, and services of these schools, and (c) to strengthen understanding and cooperation between the private schools and other educational institutions, and between them and the government.

In addition the Association established a set of criteria and standards of membership which must be met before a school may gain charter membership. The criteria stipulate that a member school must have been in operation for not less than three years, that it must teach the Alberta curriculum or its equivalent as prescribed by the Department of Education, and that it must retain membership by maintaining the standards of the Association and by payment of annual fees.⁶⁶

The accompanying standards of membership state:⁶⁷

⁶⁴Minutes of the Fall Convention of the Association of Private Schools and Colleges in Alberta, October 31, 1958.

⁶⁵Constitution and By-laws of the Association of Private Schools and Colleges in Alberta, Article II.

⁶⁶Minutes of the Fall Convention of the Association of Private Schools and Colleges in Alberta, Appendix I, November 5, 1966.

⁶⁷Ibid.

1. All member schools must declare their willingness to be governed by the constitution and the by-laws of the Association.
2. As set forth in the preamble of the constitution,⁶⁸ each member school shall embrace and endeavor to reach beyond the standard requirements of the public school system, and shall have distinctive philosophies of education and additional purposes in education, religious and/or secular.
3. Each member school shall endeavor to participate in and to promote the programs determined by the Association. Thus, member schools will endeavor to cooperate in studies, surveys and programs for the betterment of the Association and the member school, and for the professional growth and status of private school teachers.

Activities of the Association

By constitution the Association holds at least two meetings annually--a spring convention which is centered on a guest speaker and is designed to foster professional development, and a fall convention designed to concentrate on business matters and Association problems. In addition, the executive meets prior to each meeting to outline the agenda and to help organize Association activities.

One of the first major tasks of the Association was to present a brief to the Royal Commission on Education in Alberta. The brief concerned itself primarily with defending and improving the legal position of the private school. Its purpose was expressed in the

⁶⁸The preamble of the constitution states: "Whereas the creation and development of private schools has given impetus and direction to the entire educational pattern so integral in a democratic society, and

Whereas such private educational institutions have distinctive philosophies of education and additional purposes in education, both religious and secular, which embrace and reach beyond the standard requirements of the public school system, and

Whereas such institutions have also made a significant contribution to the educational achievements realized in this Province,

Be it resolved that an Association of such institutions be formed"

following terms:⁶⁹

1. To be assured of the fact that private education should be studied by the Commission;

2. to go on record with a statement of sincere willingness to cooperate fully with all who seek high standards in education in Alberta;

3. to petition the Commission to suggest a more equitable position for private schools to occupy in Alberta by legislation, and perhaps by direct representation to the Department of Education via a Committee of Private Schools appointed by the Minister.

It is significant to note that an Advisory Committee on Private Schools and Colleges was appointed on December 30, 1958 under Order in Council 1885/58.⁷⁰

Over the years since the above-mentioned brief, the Association has continued to effect improvement in the legal status of the private school. Representation on this matter has been made repeatedly to the Minister of Education, largely through the Association's representatives on the Advisory Committee on Private Schools and Colleges.

Several other projects involving the welfare of private schools have been undertaken by the Association. These include attempts to acquire provision for private school teachers to participate in the Teachers' Retirement Fund, acquisition of A. T. A. membership for private

⁶⁹Brief to the Royal Commission on Education in Alberta by the Association of Private Schools and Colleges in Alberta, April, 1958.

⁷⁰Order in Council 1885/58 states that the Advisory Committee on Private Schools and Colleges is directed to "meet from time to time at the call of the chairman thereof for the purpose of considering matters relating to the establishment, operation and supervision of private schools, and any regulations relating thereto, and to tender advice to the Minister of Education in these regards"

school teachers, provision for private colleges to gain degree-granting status, inclusion of private school and private college students under the Queen Elizabeth Assistance Act, legislation governing accreditation of schools, and inclusion of private schools in the Department of Education plan for the rental of textbooks. Their efforts have not been without success. For example, effective May 1, 1965, Bill 86 provides for private school teachers to come under a pension plan similar to the Teachers' Retirement Fund, but with funds handled separately.⁷¹

III. THE SOCIETIES FOR CHRISTIAN EDUCATION

The Edmonton Society for Christian Education is a member of the National Union of Christian Schools, District Eleven. There are six such "Societies" in Alberta, located in Edmonton, Calgary, Lacombe, Lethbridge, Medicine Hat, and Red Deer. Although their aims are similar, each Society is an independent member of the National Union of Christian Schools and has its own by-laws.

Essentially each Society consists of a group of Christian parents banded together with the aim of establishing Christian day schools in which their children can be educated in accordance with parental beliefs and convictions. These parents consider that education must be carried out within the framework of a whole way of life and attitude, and in an atmosphere in which the intellectual development of the child is properly understood in the light of his total destiny. A brief to the

⁷¹The Teachers' Retirement Fund Act, 1965, C. 91, ss. 25-30.

Cabinet expresses their views this way:⁷²

Obviously, parents must assume primary responsibility for the education of their children. They, first of all, are called to guide and instruct their children. Christian parents wish to do that in accordance with the Biblical meaning and purpose of life. They also have the obligation--and, therefore, should have the opportunity--to see to it that the education in the schools is consistent with the instruction the child receives in the home regarding the direction and purpose of life.

There is a strong feeling among the members of the Societies for Christian Education that the public school system is unsatisfactory for the education of their children. They object to an educational system "which, of necessity, must cater to a plurality of beliefs and convictions, and for this reason has no choice other than neutrality."⁷³ Concerned with this neutrality and secularism in the public schools, they feel compelled to establish schools in which their own views and beliefs can form an integral part of the education of their children.

At present there are eight Christian day schools in Alberta with an enrolment of approximately 1800 students. The first of these schools was established in Lacombe in 1945. That same year the Edmonton Society for Christian Education was formed under the leadership of Reverend Paul De Koekkoek, pastor of the Edmonton Christian Reformed Church, and in the fall of 1949 the Calvin Central Christian School was opened with an original enrolment of twenty-one pupils. Subsequently other schools were opened by the Edmonton Society in 1955, 1957, and 1968, and by

⁷²A Brief Submitted to the Cabinet of the Province of Alberta by Calgary, Edmonton, Lacombe and Lethbridge Societies for Christian Education and Hillcrest Christian College, Medicine Hat, January, 1966.

⁷³Edmonton Journal, March 21, 1969, p. 8.

September, 1968 enrolment in Christian Schools in Edmonton alone reached 845.⁷⁴ The Lethbridge Society opened its own school in 1962, followed by Calgary in 1963 and Red Deer in 1968. It now appears that the National Union of Christian Schools, District Eleven, is the fastest growing private school movement in Alberta.

IV. THE CHRISTIAN ACTION FOUNDATION

The Christian Action Foundation was officially organized in Edmonton in November, 1962 when a group of Christians, under the leadership of Reverend Louis Tamminga, pastor of the Maranatha Christian Reformed Church, met to explore the direction which political life was taking in Canada. These men had already been associated with two organizations (The Christian Labor Association of Alberta; and the Association of Reformed Faith and Action) which were engaged in propagating Christian principles in various realms of life. However they felt the need to broaden their aim and scope. The result was the amalgamation of the two bodies in a common endeavor into an organization to be known as the Christian Action Foundation.

The following officers were chosen to form the first Board of Christian Action Foundation: Reverend Louis Tamminga, president; Andrew Wierenga, vice-president; John Olthuis, corresponding secretary; Herman Solomon, admission secretary; Albert Messelink, treasurer; and Andrew Cupido. These men--particularly the first three--were very active in the promotion of private schools and in the campaign for public support of these schools.

⁷⁴Edmonton Journal, April 2, 1969, p. 27.

Aims of the Christian Action Foundation

The official publication of the Christian Action Foundation, the Christian Vanguard, expressed the intentions of the newly formed organization:⁷⁵

The Foundation will inform Canadian Christians about the relevance of the Bible for all life. They will explore the direction which political life is taking, they will analyze the motives that prompt the issues of our nation, they will explore the possibilities of political activities by developing a Christian program of action.

The Foundation will, furthermore, pay a good deal of attention to matters of education at the different levels. It is their conviction that no subject can be taught without the basis of a life-and-world-view. The philosophy of education is either prompted by faith or apostasy; either man-centered or Christ-centered. Present legislation forbids religious convictions to have any bearing upon the curriculum, which in turn is a definite life-view namely that life can quite well proceed without God's will being known. The Foundation, therefore, will make Christian principles meaningful and relevant for education and science.

The Christian Action Foundation has worked closely with the Society for Christian Education in their endeavors to improve the status of the private school in Alberta. They have also coordinated their activities to some degree with those of the Ontario Alliance of Christian Schools, largely through the publications of the Christian School Herald, Hamilton, Ontario. As a result, some of the ideas and arguments presented in briefs to the Ontario government have been used in Alberta briefs as well. In addition, the approval of public aid for private schools in Alberta was widely publicized in both the Christian Vanguard and the Christian School Herald. The former congratulated the Alberta M. L. A.'s for "the historic stand they have taken, a stand

⁷⁵"The Christian Action Foundation," The Christian Vanguard, IV (December, 1962), 8-10.

to end discrimination."⁷⁶ Both publications printed the full text of the speech given by Fleming in the Legislature when he made the motion in March of 1966.

⁷⁶"Alberta Legislature Approves Aid for Private Schools," The Christian Vanguard, VI (April, 1966), 3-6.

CHAPTER V

THE CAMPAIGN FOR PUBLIC AID TO PRIVATE SCHOOLS

I. INTRODUCTION

The private school in Alberta has a long history dating back to the days of the early missionaries, who seem to have played a leading role in the establishment of schools in what is now Western Canada. Goresky makes specific reference to the efforts of the missionaries in pioneering education in Alberta:⁷⁷

The early history of education in that part of the North-West Territories which is now Alberta is the history of the early missionaries and of the missions established by them.

However, although private schools in Alberta have continued to exist since before Confederation, little or no attempt seems to have been made to secure funds from the province for their maintenance until the early 1950's. At that time the Board of the Calvin Central Christian School of Edmonton made an effort to get public assistance for the support of their school. This board was made up of people of Dutch background who in their native country had enjoyed the privilege of a private school system financed completely from public funds. They felt strongly committed to a system of education under which parents are free to educate their children as they wish. This same group played a prominent role in later efforts to win public funds for private schools in Alberta.

⁷⁷Isidore Goresky, "The Beginning and Growth of the Alberta School System" (unpublished Master's thesis, The University of Alberta, Edmonton, 1944), p. 1.

II. AN INITIAL ATTEMPT

In 1953 John Olthuis, Sr.,⁷⁸ a school board member for the Edmonton Society for Christian Education, contacted Premier Ernest Manning by telephone and arranged for a meeting between the Premier and the school board to discuss the possibility of financial assistance for the Calvin Central Christian School. He also contacted the Honorable Anders Aalborg, Minister of Education, and expressed his views to him. Through a misunderstanding on the part of the school board, no meeting ever took place between Premier Manning and the school board. However Harold (Harry) Sweet, High School Inspector, paid a visit to Olthuis at his home and discussed the matter at considerable length. In Olthuis' opinion, Sweet had been sent by the Minister of Education to try to discourage continuation of attempts to get financial assistance for the school, and he (Sweet) emphasized strongly the hopelessness of the school board's request.⁷⁹

This initial attempt to win government support was short-lived, apparently for two reasons: first, the school board members themselves were pessimistic from the very beginning about their chances for success and made only a half-hearted effort to get what they wanted; and second, they received no encouragement from any of the government personnel contacted.

⁷⁸John Olthuis, Sr. is the father of the John Olthuis whose name appears on p. 40 of this thesis and in many of the interactions reported in the pages to follow.

⁷⁹By his own admission, Olthuis has difficulty in remembering the exact details of Sweet's visit. There is no further evidence to either corroborate or repudiate the statements above.

III. RENEWED ACTIVITY

Although the idea of public support for private education was not forgotten, there is no record of further efforts in this direction by private school people in Alberta until 1961. However a number of significant events occurred before that time which were to have an important bearing on developments in later years. One was the formation of the Association of Private Schools and Colleges in Alberta in March, 1958. After initial opposition to public support for private schools, this organization became involved in the issue through representations to the Cabinet, and through the Advisory Committee on Private Schools (a committee established by the Minister of Education at the request of the Association of Private Schools to tender advice to the Minister on matters concerning private education).

Of significance also was the arrival in Edmonton (September, 1960) of Reverend Louis Tamminga of the Christian Reformed Church. Tamminga was instrumental in the establishment of the Christian Action Foundation, and was to lead several representations to various members of the Government of Alberta. His arrival coincided with the return to Edmonton of Dr. William Vanden Born of the University of Alberta who later initiated the efforts of the Association of Private Schools and Colleges in the campaign for public funds, and also played a key role in the activities of the Edmonton Society for Christian Education.

Involvement of the Alberta Teachers' Association

1961 seems to mark the beginning of renewed activity in the drive for public funds for private education in Alberta. Although no documents can be found to isolate any specific events, there is some

evidence that initial plans were being made at an informal level. A number of interviewees from both the Edmonton Society for Christian Education and the Christian Action Foundation referred to 1961 as the year when serious efforts to win financial aid began. Also at the 1961 Annual General Meeting of the Alberta Teachers' Association, the following resolution was passed:⁸⁰

BE IT RESOLVED that the Alberta Teachers' Association oppose the expenditure of public funds for either direct or indirect support of private schools which duplicate educational services offered by public or separate school districts.

The above motion suggests some concern on the part of the A. T. A. with respect to the allocation of public funds for private schools. This concern may have been precipitated by the success of the Association of Private Schools and Colleges in bringing about a series of changes involving indirect aid to private schools and private school teachers, largely through their representatives on the Advisory Committee on Private Schools. For example, in 1960 the Department of Education approved provision of Attendance Registers to private schools and provision for students pursuing university courses at private colleges affiliated with the University of Alberta to receive awards under the Students' Assistance Act. In 1960, for the first time, permission was granted for private school teachers holding a valid certificate to mark Departmental Examinations.⁸¹ Private school people were also successful in bringing about the addition of a new section to the School Act which

⁸⁰The Alberta Teachers' Association. Legislation Handbook, 1968 Edition. Educational Policy Resolution 7.A.8 (1967), p. 106.

⁸¹Minutes of a meeting of the Advisory Committee on Private Schools and Colleges, November 29, 1961.

reads as follows:⁸²

310. Where a parent or guardian directs his child to attend a private school, or where the parent or guardian of a child does not reside in a district of the division, the board of the division may allow the child to use the regular school bus service provided by the board, if the parent or guardian enters into a written contract with the board.

The following year, 1961, Section 400 of the School Act was amended to include the following clause: "(a1) the child is in attendance at a private school approved by the Minister pursuant to The Department of Education Act."⁸³

The A. T. A. may also have been concerned with the efforts of the Association of Private Schools and Colleges to bring about an amendment to the Teachers' Retirement Fund Act that would provide for the inclusion of private school teachers in the Fund. At a meeting of the Association of Private Schools and Colleges in 1957, Dr. Stan Clarke, Executive Secretary of the A. T. A., pointed out that existing legislation barred teachers in private schools from participation in the pension fund. He explained that with the subsidized type of pension fund in existence, inclusion of these teachers would involve allocation of public funds to them, and that would require an amendment to the present method of payment.⁸⁴ Nevertheless the Association of Private Schools and Colleges continued to strive for participation in the A. T. A. pension plan.

⁸²The School Act, 1960, c.91, s.17.

⁸³Ibid., R.S.A., 1961, c.71, s.29.

⁸⁴Minutes of the Second Annual Convention of the Association of Private Schools and Colleges in Alberta, October 24, 1959.

Policy of the Alberta Teachers' Association. The position of the Alberta Teachers' Association seems to have remained stable over the years with respect to public funds for private schools. Roy Eyres reiterated A. T. A. opposition at a meeting of the Advisory Committee on Private Schools and Colleges on November 29, 1961,⁸⁵ and again at a meeting of the Association of Private Schools and Colleges at their Spring Convention in 1963.⁸⁶ The 1961 policy resolution was reaffirmed at the 1967 Annual Assembly of the A. T. A. In an interview⁸⁷ Kenneth Bride, Executive Assistant of the Alberta Teachers' Association, stated that the viewpoint of the A. T. A. is essentially as expressed in the policy resolution, and that A. T. A. objection to the allocation of public funds for private schools is based entirely on concern about the financing of education in Alberta. He explained:⁸⁸

The Association has no opposition to any religious or other group operating a private school if the members of the group cannot in good conscience participate in the public school program. This is a fundamental right of every citizen in Canada, and is in fact guaranteed by constitution.

A decision to establish and maintain a public school system (including R. C. Separate Schools) was made in 1867 and the Canadian people have not seen fit to alter the basis for the establishment and support of an educational service which serves children of the kindergarten - twelve age level. Until they do, there can be no singling out of particular sects for support when funds are so terribly short.

⁸⁵ Minutes of a meeting of the Advisory Committee on Private Schools and Colleges, November 29, 1961.

⁸⁶ Minutes of the Spring Convention of the Association of Private Schools and Colleges in Alberta, May 4, 1963.

⁸⁷ The reader is reminded that all statements reported in this thesis as made by individuals during personal interviews or telephone conversations were confirmed with the source before being included.

⁸⁸ Statement by Kenneth Bride, personal interview.

Bride also discussed the conditions under which public support for private education would be acceptable to the A. T. A.⁸⁹

If a case could be made that a private school was in fact providing a special educational service which was recognized as such by the electors of the community, there would be just cause to offer financial support for the maintenance of such a service on the same basis as that which is offered to post-secondary institutions of similar status, providing that this service (quality or nature) could not be provided at the public school level.

Bride indicated that kindergartens operated by qualified teaching personnel may fall within this scope.

IV. A PRIVATE MEMBER'S BILL

The question of public aid for private schools reached the floor of the Legislature in March, 1962 when Earl Ansley, Independent Social Credit member for Leduc, presented a resolution calling for government support for private schools.⁹⁰ The motion was soundly defeated, but it found some support, even among Cabinet Ministers, and led to considerable discussion about the mettle of the public schools. Following are excerpts from a report in the Edmonton Journal:⁹¹

Two Cabinet Ministers and four government backbenchers joined the opposition but failed to win a vote on a resolution in the Legislature Thursday calling for government support for private schools.

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Three members of the opposition, Mr. Ansley, Mike Maccagno (L - Lac La Biche) and Ernest Watkins (PC - Calgary-Glenmore) were joined by Provincial Treasurer E. W. Hinman, Minister Without Portfolio Fred Colborne, and backbenchers Arthur Dixon, William Tomy, and

⁸⁹ Ibid.

⁹⁰ For the full text of Ansley's motion, see p. 7.

⁹¹ Edmonton Journal, April 6, 1962, p. 27.

Ambrose Holowach and Roy Ells, in support of the resolution.

Mr. Ansley called for establishment of private schools similar to existing separate schools where religious education would be a part of the whole system rather than just a portion of the curriculum.

He took exception with a statement made by Education Minister A. O. Aalborg that religion is a matter for the home and church and does not belong in the schools. He said that in private schools, teachers with religious morals and convictions would be obtained to provide a religious education.

The discussion that followed centered primarily on the question of religious instruction in the school. Roderick MacLeod (Social Credit - Olds) said that the teaching of religion is a parental responsibility and that its introduction in the curriculum would pose two problems-- what would be taught and who would teach it? Joseph Scruggs (Social Credit - Dunvegan) said he couldn't see even a need for separate schools, when one system could do the job as well as two. Richard Jamieson (Social Credit - Jasper West) expressed fear that young people in school are persuaded to forget the things taught at home and in church. He opposed the resolution but urged the public to be more watchful of their school system so that it could better serve the educational needs of Christian children.⁹²

Colborne, however, supported the resolution, calling for equal treatment of all minorities. He suggested that the foundation program would allow for equitable distribution of funds and added that the resolution was not critical of any government policy.⁹³

The reason for Ansley's motion is not clear. There is no evidence

⁹² Ibid.

⁹³ Ibid.

to indicate that he was acting on behalf of any private school group. Ernest Watkins, who seconded the motion, is of the opinion that Ansley's interests stemmed back to his earlier days as Minister of Education.⁹⁴ Other M. L. A.'s mentioned Ansley's concern with the rights of minorities, and all persons asked believed that Ansley had acted according to the dictates of his own conscience, without being approached by any organized group. However at least one group was very much interested in Ansley's motion. On September 18, 1962 John Olthuis, a law student, Andrew Wierenga, an Edmonton lawyer and Secretary of the Christian Action Foundation, Vanden Born and Tamminga met with Ansley at Ansley's home to discuss his position on private schools. They found him very disheartened with the public school system and strongly in favor of any rival movement that could help to break the monopoly of public education. However, his reasons for supporting private schools were not compatible with the role of the private school as envisioned by the four visitors. As a result the meeting was not very successful and no further attempt was made by this group to solicit Ansley's assistance.⁹⁵

V. EARLY ACTIVITIES

Ansley's motion was soundly defeated. Nevertheless it did point out that there was some support in the House for the expenditure of public funds for private schools, even among Cabinet Ministers. Whether by coincidence or otherwise, it was shortly after the defeat of this

⁹⁴ Letter from Ernest Watkins to Stan Digout, March 13, 1969.

⁹⁵ Letter from Reverend Louis Tamminga to Stan Digout, April 28, 1969.

resolution that private school people began to campaign actively among public officials for support of their cause.

An Important Early Contact

In the fall of 1962, a luncheon meeting sponsored by the Christian Action Foundation and the Edmonton Society for Christian Education was held at the Corona Hotel in Edmonton.⁹⁶ No formal records are available, but it appears that six or seven M. L. A.'s were present, including Randolph McKinnon, Edgar Gerhart, William Tomy, and Dr. Louis (Lou) Heard. It was an informal meeting called for the purpose of acquainting the M. L. A.'s with the Edmonton Christian Schools, and following the meeting the M. L. A.'s were given a tour of the Christian School West. Although the issue of public funds was not raised, this gathering must be considered an important early contact, for it marks the beginning of frequent meetings involving private school people and M. L. A.'s. From that time on numerous informal contacts appear to have been made with government representatives by members of the Christian Action Foundation, the Societies for Christian Education, and the Association of Private Schools and Colleges in Alberta. Tamminga states that from 1961 to 1965 the Christian Action Foundation met with almost every legislator in the province on some occasion or other, mostly through delegations of two people.⁹⁷ The same approach was used in other parts of the province as

⁹⁶There is some question as to the exact date of this meeting, as well as to the identity of the M. L. A.'s present.

⁹⁷Letter from Reverend Louis Tamminga to Stan Digout, April 28, 1969.

well, particularly in Calgary where representatives of the Society for Christian Education contacted every city M. L. A., some of them on numerous occasions. However no records have been kept of these many informal interactions which seem to have been an important part of the overall campaign for public funds.

A Resolution for Public Funds

The first documented evidence of concern with direct public assistance for private schools by the Association of Private Schools and Colleges appears in the minutes of the 1962 Fall Convention. At that time the Resolutions Committee introduced the following proposal⁹⁸ for consideration:

1. WHEREAS the right to educate their children belongs to the parents, and
2. WHEREAS the basic democratic freedom of parents to exercise this right to educate their children or have them educated in harmony with their convictions, provided that the employment of qualified teachers and the maintenance of prescribed standards of education are assured, and
3. WHEREAS education is more than the conveying of facts and is implemented within a basic concept of man within the universe, and
4. WHEREAS many parents wish to exercise their right to educate their children within a basic concept other than that prevailing in school systems presently operated with public funds in this Province, and
5. WHEREAS the Government provides for education out of public funds, and
6. WHEREAS supporters of public schools and supporters of separate schools receive their proportional benefits of such public funds, and

⁹⁸Minutes of the Annual Fall Convention of the Association of Private Schools and Colleges in Alberta, November 17, 1962.

7. WHEREAS supporters of private schools do not receive such proportional benefits of public funds:

BE IT RESOLVED that according to principles of equity and justice public funds should benefit both public and private schools that meet the prescribed legal provisions and standards, and

BE IT ALSO RESOLVED that the Government of the Province of Alberta should implement these democratic principles by granting to accredited private schools (as defined by the Department of Education Act, Revised Statutes of Alberta, 1955, Chapter 95 and amendments and regulations pursuant thereto) their proportional share of public funds.

Following the presentation of the resolution by Dr. William Vanden Born, it was moved and seconded that the resolution be accepted. Considerable discussion followed. Some felt that the timing for such a move was premature and that the taxation issue⁹⁹ should be settled first. Others felt it was the right time and quoted Earl Ansley, who had recently presented his bill on private schools to the Legislature. Ansley was of the opinion that his bill received little support because there was no organized force behind him. The motion was finally lost.¹⁰⁰

Disagreement among Association members. The proceedings immediately after the defeat of the resolution give some indication of the conflicting attitudes among Association members regarding the matter of public funds:¹⁰¹

⁹⁹At the time the Association was concerned about a proposal from the Department of Municipal Affairs that private schools be required to pay taxes to cover such services as police and fire protection.

¹⁰⁰Minutes of the Annual Fall Convention of the Association of Private Schools and Colleges in Alberta, November 17, 1962.

¹⁰¹Ibid.

It was moved and seconded that this resolution be referred to the Executive. Carried. It was moved and seconded that the Executive meet with Mr. Ansley to assure him of our interest in his action. Motion lost. It was moved and seconded that the Executive take immediate action on this resolution by approaching the government through the Department of Education and/or the Minister of Education, and that this be done so that the matter may be discussed at the spring session of the Legislature. Motion lost.

That some members of the Association were opposed to public funds for private schools is obvious from the preceding passage. There were a number of reasons for this opposition. Reverend Sidney Vincent, then of Mount Royal College and now principal of Alberta College, states that at the time he "strongly believed there should be separation of church and state,"¹⁰² and that "there should be no public funds for single denominations."¹⁰³ Dr. John Collett, also of Mount Royal College, was of the opinion that private schools should not accept public funds in order to maintain their independence.¹⁰⁴ As well, some Lutheran Church representatives came out strongly in opposition to aid because of church-state conflict, although Dr. Gulbrand Loken, former principal of Camrose Lutheran College, states that he never had any objections because he realized that "for some schools survival would be impossible without some form of assistance."¹⁰⁵ It is interesting to note that steadily rising financial costs is mentioned by all three private school educators referred to above as the prime reason for their subsequent

¹⁰²Statement by Reverend Sidney Vincent, personal interview.

¹⁰³Ibid.

¹⁰⁴Quoted from statement written on interview schedule by Dr. John Collett.

¹⁰⁵Statement by Dr. Gulbrand Loken, personal interview.

strong support for public aid.

Further Discussion by the Association

Although the issue of public funds was not on the agenda of the 1963 Spring Convention of the Association of Private Schools and Colleges, the topic did arise, both in the context of the addresses of the guest speakers and in the discussions that followed. Roy Eyres of the Alberta Teachers' Association, speaking on "pension possibilities for the private school teachers in Alberta," mentioned that the A. T. A. opposed having teachers in private schools come under the Teachers' Retirement Fund because "we as an Association feel that public money should not be used in support of private schools."¹⁰⁶ He suggested as one of four alternatives for pensions for teachers in private schools a scheme under the Local Authorities Pension Act, whereupon he was reminded that this would also involve the use of public funds.¹⁰⁷

Honorable Anders Aalborg, Minister of Education, presented two formal addresses to the Convention, one on the Foundation Program, and the other on accreditation of private schools. After each address he was questioned extensively about his views on public funds for private schools. A summary of his replies indicates that he brought out the following points in opposition to public aid:¹⁰⁸

1. There is public consensus that all citizens should

¹⁰⁶Minutes of the Spring Convention of the Association of Private Schools and Colleges in Alberta, May 4, 1963, Exhibit I.

¹⁰⁷Ibid.

¹⁰⁸Ibid., Exhibit II, III.

support the public school system.

2. No province in Canada gives tax money to private schools.
3. Parents are already free to arrange for the education of their children outside the public system.
4. If parents want services different from those offered by public institutions, they must be prepared to pay for them on their own.
5. Some token of help is already being given to private schools in Alberta--free inspection, for example.
6. If private agencies can show they are ministering to a public need, consideration will be given to providing public funds or letting them take part in the Foundation Program. Schools for retarded children are an example of private agencies ministering to a public need.

The fall convention of the Association. At the Fall Convention of the Association of Private Schools and Colleges in Alberta, discussion of the question of public funds continued. In a report to the meeting, Vanden Born explained that the Executive had studied the matter and felt that the opinions of the governing boards of the private schools should be solicited. As a result, a questionnaire had been drawn up with the intention of sending it out to the various schools in order to get the opinion of the governing boards. The meeting approved the suggestion and granted permission to the Executive to frame a resolution on the basis of the information received from the questionnaire. The resolution

could then be presented at the spring convention.¹⁰⁹

In part, the questionnaire that was sent to the school boards asked whether the responding school would accept support from government funds, their reasons for accepting or rejecting such support, and the effect that such support might have on their school.¹¹⁰ To the question about acceptance of government support, all thirteen responding schools replied affirmatively, thus furnishing an indication of a change of opinion within the Association itself with respect to such aid.

Other Activities

While the Association of Private Schools and Colleges continued its discussions on public aid, other groups were actively involved in contacting government representatives and in rallying support. William (Bill) Hogle of Television Station CFRN publicized favorable reports on the private schools in his "minitorials" and also arranged contacts with government personnel in support of what he thought was a matter of justice. Tamminga called on Christian Action Foundation representatives in Edmonton, Calgary, Lacombe, Lethbridge, and Neerlandia to talk to their M. L. A.'s about the Christian private schools and their role in society. As well, District Eleven of the National Union of Christian Schools formed an official committee to work on public aid.¹¹¹

¹⁰⁹Minutes of the Fall Convention of the Association of Private Schools and Colleges in Alberta, November, 1964.

¹¹⁰Ibid., Exhibit III.

¹¹¹Letter from Reverend Louis Tamminga to Stan Digout, April 28, 1969.

A meeting with Premier Manning. On December 11, 1963, Olthuis and Tamminga held an interview with Premier Manning during which they presented a brief on compulsory unionism. After their presentation, the Premier inquired about the situation in the Christian schools. Olthuis and Tamminga took this opportunity to explain their views on why some provisions for assistance had to be made in view of the fact that they could not in good faith accept the public school system. They emphasized the problems created by having to pay full taxes toward support of a public system that they did not make use of, and pointed to Roman Catholics as a denomination enjoying full tax benefits. Tamminga suggests that this was an important meeting, "since this was apparently the first time the Premier heard some of our arguments and motives."¹¹²

A Meeting in Calgary

About this time the members of the Calgary Society for Christian Education were at work on the public aid issue. There is indication that over a five-year period beginning in 1963 every Calgary M. L. A. was contacted, some of them on numerous occasions. Early in 1964, Henry (Hank) Verhoeff wrote to the Honorable Arthur Dixon, Speaker of the House, who suggested that a luncheon meeting be arranged to discuss the issue. The proposed meeting was held at the Highlander Motel on March 31.¹¹³ Present were the Honorable Anders Aalborg, Minister of

¹¹²Ibid.

¹¹³No official minutes of this meeting were kept. However one member of the Calgary Society for Christian Education wrote extensive notes as the meeting proceeded, and these notes are in the files of the author of this study. The information on pp. 59-61 is essentially a summary of these notes.

Education, and the Honorable Arthur Dixon, Charles Johnston, Albert Ludwig, Lee Leavitt, Reverend Robert Simpson, and Donald Fleming, all Calgary M. L. A.'s. Honorable Fred Colborne, Minister of Public Works, expressed regret for not being able to attend. Representing the Christian School were Martin Vander Meulen, chairman of the school board, Henry Kaiser, chairman of District Eleven of the National Union of Christian Schools, Francis Ruiter, Henry Verhoeff, Everett Baker, and Reverend Leonard Schalkwijk. Kaiser acted as chairman of the meeting.

The meeting itself was so arranged that Kaiser sat between Aalborg and Dixon, with M. L. A.'s and Christian School representatives alternating from there on. During the luncheon, informal discussion took place among the members of the two groups. This discussion was of considerable value to the Christian School representatives in helping them determine what support, if any, they could expect from these M. L. A.'s.

Following the luncheon the meeting was opened to general discussion. The chairman suggested that the Social Credit Party got its stability from adherence to Christian principles, the same force forming the basis for the Christian schools. He also stressed the schools' democratic right to tax exemption. In reply, he was reminded of the traditional position of the public school. Reference was also made to the Newfoundland system as a horrifying example of segregation which created serious problems in erecting well equipped schools. One Christian school member stressed the desire to maintain a high standard of education in their school, and suggested that some support from the government, however small, would help them maintain such standards.

The role of the Association of Private Schools and Colleges in Alberta was then discussed and praised by individuals from both groups. Aalborg was reminded that member schools in the Association were now almost unanimously in favor of accepting public funds.

The meeting closed shortly afterwards with a suggestion from one of the M. L. A.'s that they be kept informed of developments in the future and that government representatives be invited to attend all formal functions sponsored by the Calgary Christian School.

In the light of future developments, this meeting must be considered a key event in the overall framework of the campaign for public funds. Among other things, it appears to have convinced the Christian School representatives of the value of direct contact, of the need for similar and more approaches in other cities, and of the need to promote their cause on a large scale so as to include other church groups. More important still is the fact that three of the M. L. A.'s present appeared very sympathetic toward the plight of the Christian Schools and were perceived as sources of support within the Legislature itself. Indeed it was Fleming and Simpson who were later to sponsor a resolution in the Legislature on public aid for private schools, and they, along with Dixon, were prominent in presenting the arguments in favor of public aid to other M. L. A.'s outside the meetings of the House.

A Brief to Premier Manning

Several other activities were also taking place in 1964. On January 23, Tamminga and Olthuis (president and vice-president of the Christian Action Foundation respectively) personally submitted a brief to Premier Manning on the cause of Christian education. Their main

purpose was to present some of their arguments in a more orderly fashion than had been done previously. They stressed that education always has a basic philosophy and questioned the fairness of the government in subsidizing the humanistic one (the public system) and not the Christian. A digest of their presentation published later explains:¹¹⁴

As free citizens they [public school supporters] may seek education in which the world is limited to the observable, the touchable, the reasonable, the provable and the workable.

But it must also be realized that these people are not the only ones in the country, although the monopoly of the one neutral secular school-system seems to indicate that theirs is the only respectable "normal" philosophy.

There are, namely, people whose horizons are infinitely broader. They take God into the educational picture as the Author, Ruler, Redeemer, and Provider of created reality, whether spiritual or material.

Tamminga and Olthuis suggested that the solution was to stop adhering to one philosophy of education and to pass legislation providing for proponents of other philosophies to pursue their democratic rights as citizens by granting financial assistance to established private institutions. In Tamminga's opinion, Premier Manning was sympathetic to their cause, but upheld the value of the public system and stressed the need for Christian teachers in the public schools.¹¹⁵

Still More Contacts

In March, 1964, a number of M. L. A.'s were sent copies of a brief presented to the Government of Ontario by the Ontario Alliance of

¹¹⁴Edmonton Journal, July 16, 1964, p. 6.

¹¹⁵Quoted from statement written on interview schedule by Reverend Louis Tamminga.

Christian Schools. The brief argued primarily for more favorable tax treatment for Canadian Christian Schools. The Christian Action Foundation distributed it in Alberta because they felt that the document contained much valuable material which was relevant to the Alberta situation.

A meeting with Randolph McKinnon. Later, on April 20, Tamminga met with Randolph McKinnon, an Edmonton M. L. A. who was considered influential in educational matters. Tamminga suggested to him the formation of more than one public school system based on a number of ideologies. This would enable all systems to do justice to their underlying philosophy, without "the present need to always remove educational practice from its creed in order to maintain a semblance of neutrality."¹¹⁶

In Tamminga's opinion, McKinnon manifested some concern for the moral well-being of the public school system. He gave some general advice as to what steps would be necessary to go about securing aid for nonpublic schools. However he could not accept the idea of a "multiple" public school system, and in a later interview expressed several reasons for his position.¹¹⁷

A meeting with Edgar Hinman. Two meetings were also held with the Honorable Edgar Hinman, Provincial Treasurer, one in the fall of 1964 in connection with a piece of property in Calgary owned by the provincial government that was to be purchased for the construction of

¹¹⁶Letter from Reverend Louis Tamminga to Stan Digout, April 28, 1969.

¹¹⁷For further details, see p. 99.

a Christian school. Tamminga, who met with Hinman, perceived him to be very helpful. He pointed out the channels to go through in order to purchase the property. He also pledged his support in the quest for public aid for Christian Schools and gave his permission to be quoted publicly on his stand in favor of such aid.¹¹⁸

Another Brief to the Cabinet

In the meantime the Association of Private Schools and Colleges in Alberta had also been very busy. At the 1964 spring convention, Gulbrand Loken, president of the Association, announced that a request for financial assistance on a per student basis for those private schools that are taking an approved curriculum was being introduced into a brief being prepared for presentation to the Cabinet. This action was being taken on the strength of the returns on the questionnaire which the fall convention had endorsed for sending out to the member schools of the Association. Vanden Born, chairman of the Membership and Standards Committee, reported that all thirteen schools returning the questionnaire had indicated a favorable attitude toward public aid. He then suggested that the meeting vote on the two points of the resolution that was to be included in the brief. The motion was made and seconded that the convention adopt the two parts of the following resolution:¹¹⁹

BE IT RESOLVED: That according to principles of equity and justice public funds should benefit both public and private schools that meet the prescribed legal provisions and standards, and

¹¹⁸Quoted from statement written on interview schedule by Reverend Louis Tamminga.

¹¹⁹Minutes of the Spring Convention of the Association of Private Schools and Colleges in Alberta, May 2, 1964.

BE IT ALSO RESOLVED: That the Government of the province of Alberta should implement these democratic principles by granting to recognized private schools (as defined by the Department of Education Act, Revised Statutes of Alberta, 1955, Chapter 95, and amendments and regulations pursuant thereto) their proportional share of public funds.

The motion was carried and as a result the resolution was included in a brief to the Cabinet on May 21. A number of arguments was put forth in support of the resolution. Briefly they stated the following:¹²⁰

1. Private schools are public in the same sense as are separate schools, but they receive no municipal or provincial financial help whereas separate schools do.
2. Other countries, including Scotland, Ireland, and Holland, provide funds for all denominational schools.
3. The Universal Declaration of Human Rights adopted by the United Nations provides expressly that parents have a prior right to choose the kind of education that shall be given to their children.
4. The strength of a country lies in the recognition afforded to the individual. By teaching allegiance to God and respect for law and authority, private schools are a unifying influence building the strength of the country.
5. Private schools are providing a public service, and as such deserve financial assistance.

¹²⁰ Brief to the Cabinet of Alberta by the Association of Private Schools and Colleges in Alberta, May 21, 1964.

6. A fundamental principle of democracy is that those institutions which secure the support of the people are those which deserve to survive. If public schools decline because of aid to private schools, it is only because they do not fulfill the needs of the people they are meant to serve.

In the opinion of Dr. Loken, who presented the document, the brief was well received. However Loken feels that what happened behind the scenes was far more influential in winning favor among government officials. He attributes the many individual contacts made by people connected with the Calvin Christian Schools, and possibly Mount Royal College, with having considerably more impact than the Association brief.¹²¹

Signs of Success

By the fall of 1964 there were indications that perhaps some form of direct public aid for private schools was closer to reality. Through the efforts of the Advisory Committee on Private Schools and Colleges, a number of concessions had been granted to private institutions, including the right of private school teachers to mark Departmental examination papers, provision of school registers to private schools, bus transportation privileges for private school pupils on a regular route, and aid under the Students' Assistance Act for university students attending a private college affiliated with the University of Alberta. By July the Association of Private Schools and Colleges had

¹²¹Statement by Dr. Gulbrand Loken, personal interview.

been informed by both the Minister of Education¹²² and the Alberta Teachers' Association¹²³ that an agreement had been reached on a pension plan for private school teachers, and that an amendment to the Teachers' Retirement Fund Act was being proposed for submission to the 1965 session of the Legislature to enable teachers employed by private schools to participate in the plan. Also, two other events had taken place which are considered important precedents by many private school people. Bill 129 had been passed approving payment of grants to private junior colleges in Alberta;¹²⁴ and in Saskatchewan, Premier Ross Thatcher had kept an election promise by offering financial aid to private schools in the form of per pupil grants for all high school students.¹²⁵

¹²²Letter from Anders Aalborg to Gulbrand Loken, June 23, 1964.

¹²³Letter from Roy Eyres to Gulbrand Loken, July 2, 1964.

¹²⁴An Act to Authorize Assistance to the University of Alberta and to Junior Colleges, Chapter 102, 1964.

¹²⁵Minutes of the Fall Convention of the Association of Private Schools and Colleges, Exhibit III, November 14, 1964.

CHAPTER VI

THE ADOPTION OF A RESOLUTION

I. INTRODUCTION

Little documented evidence was found to indicate much activity on the issue of public funds for private schools in 1965. There are several possible reasons for this. First, the Association of Private Schools and Colleges in Alberta seems to have been concerned primarily with the newly legislated pension fund for private school teachers. They recognized the amendment to the Teachers' Retirement Fund Act as a major achievement, but hoped to make some improvements in their position under this Act. Second, Reverend Louis Tamminga, for five years an influential and driving force in political activities on behalf of private schools, moved away and left a void in the executive of the Christian Action Foundation. Third, much of the work being done seems to have taken place at the "grass roots" level, through individual contacts which have not been recorded.

II. ANOTHER BRIEF TO THE CABINET

In November, 1965, the Calgary Society for Christian Education formed a committee to look into the setting up of a brief to make representation to the Government. As the committee were reluctant to undertake the task by themselves, they approached others for assistance, including the Christian Action Foundation, the Christian Societies in Edmonton, Lacombe and Lethbridge, and Hillcrest Christian College in Medicine Hat. The work of writing up the brief was left primarily to

John Olthuis, Dr. William Vanden Born, and Peter Nicolai, a Christian School teacher, with other parties making recommendations and giving advice. The content of the brief was then discussed and evaluated at a December meeting.¹²⁶ Subsequently on January 15, 1966, the brief was discussed at length with three Calgary M. L. A.'s, Arthur Dixon, Donald Fleming, and Reverend Robert Simpson, who gave suggestions as to how to present it. On January 31, the official presentation was made to the Cabinet by Olthuis and Vanden Born, with copies being sent to all M. L. A.'s.¹²⁷

In part, the brief recommended grants-in-aid in the amount of \$166,000 for the schools of the Societies, or approximately \$150 per pupil. It suggested that these grants-in-aid be given to each board to be used at their discretion, or allocated for a special purpose by the Department of Education. To support this recommendation, the brief put forth several arguments. Freedom for Alberta parents to educate their children in accordance with their world and life view was emphasized, as well as the right of every citizen to exercise freedom of choice in the matter of education. It was argued that private school people are deprived of that freedom of choice because they have to pay public school taxes in addition to bearing the full costs of their children's education. Further, the practice of supporting only certain schools to the exclusion of others was deemed inconsistent with true equality and democracy, and

¹²⁶Statement by Henry Verhoeff, personal interview.

¹²⁷Statement by Donald Fleming, personal interview.

a plea was made for the recognition of the pluralistic character of society by providing all schools that meet Government standards with a share of available funds. Finally, a pluralistic school system was defended as a protection against the dangers inherent in exclusive state control over a uniform system of education.¹²⁸

III. A RESOLUTION IN THE HOUSE

Prior to the presentation of the above brief, a decision had already been reached by a Calgary M. L. A. to introduce a motion in the Legislature seeking financial assistance from public funds for private schools. At a January meeting in Calgary, Fleming asked the advice of the members of the Society for Christian Education in drafting his motion. Strategy was discussed and planned with three other Calgary M. L. A.'s-- Dixon, Simpson, and Albert Ludwig.¹²⁹ Hence in the Legislature on March 3, 1966, Fleming moved and Simpson seconded the following resolution:¹³⁰

WHEREAS the Government advocates the principle that every child in Alberta should be assured an equal opportunity for education, regardless of financial circumstances or place of residence; and

¹²⁸Brief to the Cabinet of the Province of Alberta submitted by the Calgary, Edmonton, Lacombe and Lethbridge Societies for Christian Education and Hillcrest Christian College, Medicine Hat, January, 1966.

¹²⁹It should be mentioned that Fleming also announced his intentions to the members of his constituency at an open meeting. At that meeting, he outlined his reasons for the motion and got approval from those present to sponsor the motion.

¹³⁰Journals: Third Session of the Fifteenth Legislative Assembly of the Province of Alberta, 1966 (Edmonton: The Queens Printer, 1966), p. 36.

WHEREAS many parents, who desire their children to receive their education in an atmosphere and environment other than that of the public school system, have established private schools:

THEREFORE BE IT RESOLVED that this Legislative Assembly urge the Government to consider means of extending a measure of financial assistance to private schools teaching the Alberta curriculum.

There appears to have been considerable activity generated by the proposed Fleming resolution. As is customary, before being presented in the House, the resolution was discussed at considerable length in caucus, and presumably in the Cabinet. These discussions represent privileged information, and as such are not available. However there is agreement among Government representatives interviewed that the resolution had been approved by the members in caucus after arguments were presented both in favor of and in opposition to it. An analysis of general statements made during interviews by the participants both for and against suggests a number of conclusions that can be made concerning the caucus discussions:

1. For the most part, those who spoke on the resolution in caucus were the same ones who later spoke in the House.
2. The majority of Cabinet Ministers were perceived to be in favor of the resolution, with only two Cabinet Ministers expressing opposition.
3. The Minister of Education expressed his views in opposition to the resolution.
4. Although a number of M. L. A.'s voiced disapproval, the issue did not create strong emotional conflict.
5. It was apparent from the caucus proceedings that the resolution had the support of the majority of Social

Credit legislators.

The Minister Calls a Meeting

In opposing the resolution, Education Minister McKinnon seems to have remained consistent with previously expressed views. Although private school people who had contacted him on several occasions in previous years recall him as being helpful and considerate of their point of view, they agree that he always defended the public system and did not once indicate that he would seek financial support for their schools. However there is evidence to indicate that McKinnon did solicit the views of a number of Department of Education officials before the caucus took place. One particular meeting serves as an indication of the extremely strong feelings toward the resolution that existed among some Department officials.

In the spring of 1966, Dr. William Swift, Deputy Minister of Education, called a meeting in his office of the following personnel: Dr. Timothy Byrne, Chief Superintendent of Schools; Dr. Robert Rees, Director of Special Services; Morrison Watts, Director of Curriculum; and Dr. Ernest Hodgson, Director of School Administration. Swift indicated to the group that the question of public funds for private schools would be coming before the caucus, and that the Minister of Education wished to secure the views of some departmental officials on the question.¹³¹

¹³¹The account of the meeting that follows is based on the recollections of Dr. Ernest Hodgson. It is possible that others in attendance would challenge the accuracy of his memory on the detail of some of the points of view brought forth.

Hodgson recalls that the participants in the discussion were split on the issue, with Byrne, Rees, and Hodgson opposing public aid to private schools, and Watts favoring some measure of aid. As chairman of the group, Swift expressed no personal opinion either way.

Several arguments on the question were brought forth, each one discussed at some length. First it was suggested that parents should have an opportunity to choose for their children something other than what the public school system offers, particularly moral and religious training consistent with their own views. It was argued that parents did have this right already under the existing system. The fact that they had to pay extra fees was merely consistent in principle with the choices many people make to secure from the private sector special services in addition to, or instead of, those public services which they support through taxation. It was further argued that one general school system for all can make the best provisions for the most years of schooling for the many qualities of the young people in our schools. If some parents have a particular religious bias they wish to foster in their children through attendance at a private school, then let them support the public system for the general good and pay the additional costs incurred as a result of this private bias.

The question of setting up certain basic requirements before a private school qualified for aid was brought up as a means of safeguarding high standards. This argument was countered in the following manner:¹³²

¹³²Quoted from statement written on interview schedule by Dr. Ernest Hodgson.

The experience of the school inspectors in Alberta is that no school inspector has the political "clout" to close down a private school when it fails to meet even the most dismal of basic requirements. We have had private schools in this province which were a disgrace to the word "school," but to my knowledge no inspector within the last generation has ever managed to say that he would refuse to recommend the students in that school for their standing and their credits. In the first place, no inspector wants to put a lot of students in the position of having lost a whole year of schooling. In the second, any inspector knows that if he refuses to recommend the school as acceptable, then a delegation will be visiting the Minister immediately. The members of the delegation will point out the many respects in which the inspector appears to be wrong, and promise quick action on those few things about which he is indisputably right. This having been done, the inspector knows that he will be called in and asked to "re-examine" his judgment. If he refuses to do so, it is always possible for the Department to send out to the school another inspector who is likely to have the "right" attitude. His attitude is "right" because he knows he is being sent out to approve the private school, and if he in turn does not so approve, the Minister of Education can take matters into his own hands and approve the school by virtue of ministerial authority in any event.

In brief, no single individual (however correct his judgment of a school may be) has much hope of countering the political potential of an entire group, particularly if that group is denominational. Thus, if a school is far below standard, the inspector usually prefers to be "reasonable" and persuasive in the hope of improving it rather than to provoke a crisis which may accomplish little for the students and even less for the inspector.

It was stated that if private schools received some public funds, they could improve themselves greatly. However the opinion was voiced that, once begun, there is no end to the requests for more funds. The schools for retarded children serve as an example of this. The beginning may be small, but the ultimate aim of private school people is parity with the public system in both operating and building grants. Thus there will be constant pressure upon the provincial Cabinet to increase the grants until they reach the desirable level. Organized religious groups are in an advantageous position to plead such a cause, since anyone opposing them appears to stand in opposition to the promotion of Christian

principles. So instead of risking a public outcry about an issue which in reality is not public aid, a quiet settlement is likely to be reached, with the private school group exerting all the pressure they can muster, and opposing groups letting the issue go by default.

Fear was also expressed that if more and more aid is granted to private schools, since most schools are church sponsored, a denominational system could be introduced by the back door which would "make Newfoundland look eminently conservative by comparison!"¹³³ With a fragmented system, costs would likely be increased through duplication of many kinds of facilities and services. The quality of instruction offered to pupils would be a matter of some doubt, since inspectors have observed time and time again that certain religious groups are often concerned with religion first and quality education second. In addition, the range of offerings made available to students in private schools is in question, for unless enough people of a certain income, or occupational or denominational group can be gathered together at one point, the school is likely to be so narrowly academic that it is always a generation or two behind the times.

Hodgson states that each one of Byrne, Rees and Hodgson would not necessarily support every argument in opposition to grants for private schools, but that "each would at least be in sympathy with some."¹³⁴

Just how much influence such arguments would have on the Minister is difficult to assert. However it is obvious that the Minister was

¹³³Ibid.

¹³⁴Ibid.

aware of considerable opposition to the question of public funds for private schools among the officials of his Department. In an interview he stated that "the Department must have been opposed; otherwise they would have proposed aid themselves."¹³⁵ Of six departmental officials asked about the issue in the course of this study, only one came out in favor of aid, and three spoke out strongly in opposition. In a telephone conversation, Byrne stated that "there was not much support for this from the civil service"¹³⁶ and that action was taken outside the Department of Education because "they [private school people] knew very well they would get little support from us."¹³⁷ Most private school people approached on the subject did in fact indicate they felt that the Department was generally opposed to their request.

Expression of Opinions

Among the legislators themselves, there is some evidence that considerable lobbying took place, particularly in favor of public aid for private schools. Fleming, who presented the motion, stated that he personally spoke to almost every M. L. A. and got promise of support from a number of them. He was of the opinion that the printing and distributing of the speeches on the issue to the legislators helped the cause considerably in that it gave the legislators time to read over and think about the arguments presented.¹³⁸ Simpson indicated that he answered

¹³⁵Statement by Randolph McKinnon, personal interview.

¹³⁶Statement by Dr. Timothy Byrne, telephone conversation.

¹³⁷Ibid.

¹³⁸Statement by Donald Fleming, personal interview.

many questions on the issue outside the House. A number of legislators also mentioned that several Cabinet Ministers who came out in favor of the issue before the vote likely swung considerable support. Those Cabinet Ministers having indicated support for the resolution include the Honorable Edgar Hinman, Provincial Treasurer; the Honorable Fred Colborne, Minister of Public Works; the Honorable Russell Patrick, Minister of Mines and Minerals; the Honorable Gordon Taylor, Minister of Highways; and the Honorable Alfred Hooke, Minister of Public Welfare.¹³⁹

The perceived support of two other key members of the House--Premier Ernest Manning and the Honorable Anders Aalborg, former Minister of Education--was also emphasized by a number of legislators as having played an important part in the outcome of the vote on the resolution. Although neither of these two individuals appear to have come out openly in support of the resolution, they were apparently viewed as supporters by many of the legislators.

In an interview, Manning stated that he was always sympathetic to the use of public funds for private schools, but that he didn't encourage it because he was worried about where such aid would stop. However as the costs of school operation increased, it became apparent that something had to be done to help these schools. Manning also recognized the value and importance of the spiritual emphasis placed on

¹³⁹The list of Cabinet Ministers having voiced support for the resolution was compiled from statements made by the Ministers themselves, as well as from information volunteered by other M. L. A.'s in the course of personal interviews. The writer has no further evidence to support the accuracy of this list.

education in private schools, and realizing the practical problems of implementing such spiritual emphasis in the public system, accepted private schools as a logical alternative.¹⁴⁰

As Minister of Education, Aalborg had been deeply involved in the issue of public aid. Private school supporters found him frankly opposed to their requests, and many of them felt that he was the biggest single obstacle blocking the move toward aid. Yet he voted in favor of the resolution. One Cabinet Minister expressed the view that the major turning point in the issue came when Aalborg changed his mind and threw his support behind the proponents of public aid.

Aalborg agrees that he did indeed change his mind. He explained that his position on public funds for private schools has always been governed by a firm belief in parental responsibility for education. A democratic society must provide all parents with the right to send their children to public schools. It must also provide parents who are dissatisfied with the public system the right to choose an alternative means of educating their children. One such alternative is the private school.

Aalborg originally felt that any parents wishing to secure services other than those provided by the public sector must be willing to pay for them from their own pockets. In recent years, however, it became increasingly clear that unless some measure of assistance was made available, private schools would not survive. In Aalborg's opinion, the closing of Mount Royal College, a fine private school with an excellent academic record, furnished an indication of this. Another indication

¹⁴⁰Statement by Ernest Manning, personal interview.

was that the Association of Private Schools and Colleges in Alberta, which was originally opposed to the acceptance of public funds, later came out strongly in favor of such support. Thus, left on their own, private schools would be forced to succumb to rising costs, leaving us with a monolithic, state-controlled system of education, a situation which should not be permitted to exist in a free state.¹⁴¹

The Debates

Although several members participated in the Legislative debates, the key speech was undoubtedly that made by Fleming in introducing the resolution. A resume of his speech indicates several points that were brought out in favor of public aid to private schools:¹⁴²

1. In 1966, private elementary and junior high schools will save the Alberta taxpayer approximately \$1,400,000.
2. Private school supporters who pay for the operation of these schools also make full tax contribution toward the financing of the public school system, thus bearing a double burden.
3. Parents and public leaders are failing in their responsibilities by providing a school system that imparts only Academic and Technical knowledge and neglects the most important things, such as the worth and dignity of man, his destiny, and his responsibility to God and to his fellow man.

¹⁴¹Statement by Anders Aalborg, telephone conversation.

¹⁴²Transcript of the Debates of the Legislative Assembly of Alberta, March 3, 1966 (mimeographed).

4. Parents of private school children have very strong religious convictions and beliefs and are striving to rear their children to become honest citizens who will be an asset to their community and to society.
5. There is a general relaxing of moral standards among young people today which is being accompanied by an increase in juvenile delinquency, and private schools can combat this trend by supplying a Christian atmosphere and environment.
6. Precedents have been set in other provinces in support of private schools (Saskatchewan) and denominational schools (Newfoundland), and Catholics in Alberta enjoy the benefits of direct taxation.
7. If private schools were to close their doors, the public system would then have to take care of their pupils at a far greater per pupil cost than at present.

Fleming called upon the House to extend support to all private schools in Alberta, and suggested that the ideal solution would be the establishment of a third school system. He spelled out four rules that could be followed for such schools to qualify for assistance:¹⁴³

1. All minimum Department of Education requirements regarding building, textbooks, curriculum, teacher qualifications, examinations and inspections must be followed.

2. Each denomination, Society, or Organization would be required to operate for a specified period before qualifying for assistance. A suggested period would be for five years.

¹⁴³Ibid.

3. Each school must reach an enrollment set at a specified number before being able to qualify. I would suggest here that seventy-five to one hundred pupils would be a reasonable number.

4. The per pupil grants or payments must be set at a percentage considerably lower than that made to the Public School System by the Foundation plan. I would suggest that a payment equal to approximately fifty per cent of the average per pupil cost in Alberta schools would be sufficient.

In seconding the resolution, Simpson stressed the need for the development of Christianized intelligence and of men and women dedicated to Christian principles. He suggested that the present educational system "is incapable of giving us moral discipline, health, nervous equilibrium, security, peace, and happiness."¹⁴⁴ He emphasized the financial sacrifice being borne by the parents of private school children who wish to provide an atmosphere under which the children may develop depth of character as well as intellectual strength. In his words, these parents are providing the kind of schools where "their children have a better opportunity to conceive the true meaning of life, namely that it is a stewardship entrusted to them by God and not one merely for personal enjoyment and selfish attainment."¹⁴⁵

The first member to oppose the motion was Edward Benoit, Social Credit M. L. A. for Okotoks-High River. He outlined several points that, in his opinion, should be borne in mind before favoring grants to private schools. First, public support for private schools may cause them to become very numerous, thus creating added expense for education. Second, public support may cause private schools to lose the vitality and

¹⁴⁴Ibid., March 10, 1966.

¹⁴⁵Ibid.

initiative that has caused them to spring up. Third, what Alberta needs for more effective education is one school system rather than two, and the addition of even another would simply make matters worse. Fourth, private schools are too often used by irresponsible parents as reformatories rather than educational institutions, thus degrading the atmosphere of these schools. Fifth, religion is primarily a matter for the home and the Church, and not so much for the school. Finally, private schools are already benefiting considerably from tax exemptions on their buildings and property. The introduction of per capita grants as well to such a small minority would not be fair to the majority of taxpayers.¹⁴⁶

Benoit was followed by the Honorable Gordon Taylor, Minister of Highways, who spoke in favor of the resolution. He disagreed with the idea that assistance to private schools would interfere with either the public or separate school system. His arguments were based largely on the concept of the private school as a place for special students, where children could be given more individual attention and greater opportunity to study in accordance with their ability. While he mentioned that one motivation for sending children to private schools may be a desire to foster their sense of duty to God, a very brief outline of his statements would suggest that he saw private schools primarily as a place for dropouts, slow learners, problem children, and all other children who do not fit into the normal classroom situation.¹⁴⁷

¹⁴⁶ Ibid.

¹⁴⁷ Ibid.

In a very brief rebuttal of the motion, Roy Ells, Social Credit M. L. A. for Grouard, referred to assistance to private schools as the establishment of a serious trend which could have considerable impact on the public school system. His views centered on three main points: the difficulties in the public system as visualized by previous speakers probably exist, but they have been quite exaggerated; adoption of the resolution would result in further fragmentation of our school system; and adoption would also result in further segregation of pupils, when what we need instead is greater unity. He conceded that private schools could exist to fill a special need, but emphasized that the "three R's" were still the most important part of our educational training, and a united school system was best able to teach these.¹⁴⁸

The second Cabinet Minister to address the Legislature was the Honorable Edgar Hinman, Provincial Treasurer. He too pledged support for the resolution, but in so doing discussed both the advantages and the disadvantages of public funds for private schools.

A considerable portion of Hinman's speech dealt with the failure of the public school system:¹⁴⁹

They [professional educators] are going to tell us that the school has a great responsibility for character development and for personality development and for cultural development and for refinement of taste and behavior and for developing the ideals of citizenship and for the infiltration of the scientific method. And time and time again I am impressed with the failure of the school to do it, when I find these very qualities most lacking in highly trained professional people and in the professions themselves.

¹⁴⁸ Ibid.

¹⁴⁹ Ibid.

Hinman stressed the value of responsibility to the individual and the folly of attempting to bring about the separation of Church and State. He deplored the tendency of education to glamorize materialism and to offend and belittle the beliefs of minority groups. He expressed the opinion that open competition would be advantageous to education at all levels, particularly in helping to reduce costs. Finally he referred to the unfairness of the burden of double taxation to supporters of private schools.

Hinman also expressed some reservations with respect to private education. He made reference to the fact that the facilities of private schools are often barely adequate and that they often encounter numerous difficulties with staff, salaries, qualifications, and transportation. He called private schools a divisive force, and warned that the fragmentation of schools could very well lead to two systems, both of which would be inadequate. He also pointed out that under the present system, parents do have the right to send their children to the school of their choice, be it public or private.

In concluding, Hinman indicated that he favored the Government's giving the same assistance to private schools as it gives to public schools. However he favored this under a one-system approach whereby all students would receive their education under one roof, but with legal provision for special activities and special curricula in accordance with the choice of those minorities who were unhappy with the work of the public school. Such a system, in his opinion, would do away with many of the disadvantages of the public school, and at the same time

incorporate the advantages of private education.¹⁵⁰

The only member outside the ranks of the Social Credit Party to speak on the resolution was Michael (Mike) Maccagno, leader of the Liberal Party, and he came out strongly in favor of financial assistance to private schools. He gave the following reasons for his support:¹⁵¹

1. Financial assistance may encourage private enterprise to invest in education in much the same way as has been done in other fields of service.
2. Support of private schools would bring a measure of competition into our educational system.
3. Private schools serve as a means to introducing new concepts and new approaches into education.
4. Private schools are capable of giving more individual attention to students.
5. Private schools could serve an important function in the area of pre-school training which is being neglected under the present system.

The first and only Cabinet Minister to speak in opposition to the motion was the Honorable Randolph McKinnon, Minister of Education. Although McKinnon made it quite clear that he would vote against the motion, his speech was aimed primarily at defending the public school system against remarks made by previous speakers. He was particularly

¹⁵⁰Ibid.

¹⁵¹Ibid., March 22, 1966.

concerned about allegations made in connection with the lack of individual attention, lack of character development, and lack of autonomy in the public system. He also questioned the statements made about public schools being more expensive than private schools. A resume of his speech reveals that he brought out five main points:¹⁵²

1. The public school system does provide extra opportunity for the atypical student through the use of opportunity classrooms and special education.
2. The public school system has exerted considerable effort toward developing a flexible program which is geared to students with a wide range of abilities.
3. By and large, public school teachers are not anti-Christian, and do attempt to develop sound moral character and sound personalities.
4. Parents who object to rigid control in the public school system should be made aware of the fact that financial assistance to private schools would undoubtedly lead to greater restrictions and firmer control in these schools as well.
5. The accusation that public school curricula are padded is a value judgment, and the same accusation could be hurled at any school system, depending on the values of the individual making the judgment.

The debates concluded with a second speech by Fleming, who had

¹⁵²Ibid., March 29, 1966.

introduced the original motion. He read a short statement about the aims of some private schools as outlined in the Christian Herald:¹⁵³

1. To instill in the pupil a greater knowledge of God by teaching His self-revelation.

2. A greater knowledge of man.

3. A greater knowledge of the meaning and structure of creation.

Further aims are: to create an atmosphere conducive towards growth in true knowledge; for development of respect and authority and dignity of others; consistent enforcement of good rules; to develop good working habits; to stimulate individual development and expression; to develop a sense of honesty and fairness.

In conclusion he summed up into five major points the arguments put forth in favor of financial support for private schools teaching the Alberta curriculum. These were:¹⁵⁴

1. All the individuals, groups, organizations that are presently supporting these private schools are also supporting the public school system by their tax contribution to the foundation program and other contributions to the general revenue of this province.

2. The separate school system which is in reality a private school system operated by the Catholic residents of Alberta has had public financial support for a number of years.

3. The total operation of these private schools is saving the taxpayers of Alberta almost \$2,700,000 a year.

4. The Legislature acknowledged the work of these schools last year when we invited their teachers into the Alberta Teachers' Retirement Fund.

5. Our public school system imparts only academic and technical knowledge, or as one member put it, the "three R's", with instruction in arts and science, and neglects the more important things, such as the worth and dignity of man, his destiny, and his responsibility to God and his fellow man.

¹⁵³ Ibid.

¹⁵⁴ Ibid.

The Vote

On March 29, 1966, the vote was held on the resolution calling for public aid for private schools. The resolution was approved by a count of thirty-four to sixteen, thus opening the door for direct public support of private schools in Alberta.

CHAPTER VII

BILL 29: IMPLEMENTATION, REACTIONS AND RESULTS

I. INTRODUCTION

Financial assistance from public funds for private schools did not become law until March 31, 1967. However the decision to grant such assistance had in fact been made a year earlier when the Legislature voted approval to considering "means of extending a measure of financial assistance to private schools teaching the Alberta curriculum."¹⁵⁵ What then remained was the problem of devising the actual implementation of the intent of the Legislature's decision.

The purpose of this chapter is to explain briefly some of the events that took place following the Fleming resolution and to examine the reaction of a number of individuals to the approval of the resolution. These events will be covered under four general headings:

(1) activities leading to the adoption of Bill 29; (2) reaction to Bill 29 of various organizations associated with education in Alberta; (3) individual opinions expressed about the probable impact of Bill 29; and (4) continuing efforts by private schools for further assistance.

II. THE ADOPTION OF BILL 29

The Legislature had instructed the Honorable Randolph McKinnon, Minister of Education, to consider means of extending financial assistance

¹⁵⁵ Journals, loc. cit.

to private schools. It now became his responsibility to determine the extent of such assistance, the method of payment, and the standards to be met before assistance would be granted.

Asked about how he set out to implement assistance to private schools,¹⁵⁶ McKinnon stated that "there were many committee meetings and many representations by organizations and individuals."¹⁵⁷ Although no documents are available, it is apparent that the advice of departmental officials was sought, and that interested groups kept in close touch with the Minister regarding the implementation of aid.

The Involvement of the Association of Private Schools and Colleges.

No group was more interested in the impending legislation on public aid for private schools than the Association of Private Schools and Colleges in Alberta. At their 1966 spring convention extensive discussion was held on the topic, and before the meeting adjourned several points were approved for inclusion in the proposal to be made to the Advisory Committee on Private Schools and Colleges. As a result the representatives of the Association presented the following seven points to the Advisory Committee at its June meeting:¹⁵⁸

- a. Instruction in private schools shall be in courses approved by the Department of Education or in courses substantially the same as the Alberta curriculum.

¹⁵⁶ The reader is again reminded that all statements reported in this thesis as made by individuals during personal interviews or telephone conversations were confirmed with the source before being included.

¹⁵⁷ Statement by Randolph McKinnon, personal interview.

¹⁵⁸ Minutes of Meeting of the Advisory Committee on Private Schools and Colleges, June 9, 1966.

- b. Private schools shall be subject to inspection by inspectors of the Department of Education.
- c. Teachers are required to have qualifications approved by the Minister of Education. Teaching staff appointees that are not eligible for a recognized Alberta certificate shall obtain a Letter of Authority from the Minister of Education on such terms and conditions as he thinks proper and necessary (see Regulations 4/46, Section 8).
- d. In order to qualify for government grants, a private school must meet the following requirements:
 - (i) the school must have been in operation for at least two years.
 - (ii) the school shall have at least two classrooms with pupils.
 - (iii) the school shall have not more than three grades per classroom.
 - (iv) the school shall operate for reasons other than monetary gain for an individual or a group of individuals.
- e. Grants shall be paid on the basis of the Alberta School Foundation Program and the Regulations pursuant thereto, applying the Instruction and Administration categories (Parts A and E), such payments to be made possible by amending The School Act, Section 304 (a) 7 to include the words . . . 'and approved private schools'.
- f. Application forms shall be completed as required by the Minister.
- g. The school shall supply such certified statistical returns and information as may be required by the Minister.

The Meeting of the Advisory Committee.

At the meeting of the Advisory Committee on Private Schools and Colleges Dr. Robert Rees, Chairman of the Committee, stated that items "d" and "e" of the Association's proposal were the most pertinent and should be discussed first by the group. He suggested that public funds for private schools represented a change of thinking

and that two main questions had to be considered in this regard:

(1) Which private schools should receive such assistance? and (2) What is meant by "a measure" of assistance? If there is going to be financial assistance, on what basis should it be provided?

Following considerable discussion of the Association's proposal, several amendments were agreed upon:

- (i) amend d(i) to read: three or probably five instead of "two" years.
- (ii) amend d(ii) to read: minimum total of thirty pupils and two teachers.
- (iii) amend d(iii) to read: not more than three grades per teacher.
- (iv) amend (a) by adding: elementary and high school.

After discussion had ended, the Chairman wished to know if any of the members of the Committee had any reservations concerning the proposal. The following sentiments were recorded:¹⁵⁹

- a. The three members representing the Association of Private Schools and Colleges endorsed the proposal.
- b. Dr. Ingram stated that the Alberta Teachers' Association was not in favor of public support for private schools in principle, and therefore could not endorse a proposal of this nature.
- c. Dr. Berry [Faculty of Education, The University of Alberta] preferred not to make any commitment.

Bill 29

On Friday, February 21, 1967 McKinnon introduced the following

¹⁵⁹ Ibid.

Bill to the Legislative Assembly:¹⁶⁰

Her Majesty, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

1. The School Grants Act is hereby amended.
2. Section 4 is amended by adding the following clause after clause (g):
 (h) the operation of a private school approved pursuant to The Department of Education Act and providing elementary and secondary education.
3. This Act comes into force on the day upon which it is assented to.

Bill 29, amended to read "(h) the operation of a private school approved pursuant to The Department of Education Act and providing either elementary and/or secondary education or both" was given third and final reading on Thursday, March 30, and was given Royal Assent by the Honorable Grant MacEwan, Lieutenant-Governor of Alberta, on the following day.¹⁶¹

As amended by Bill 29, the School Grants Act provides that regulations may be passed by the Minister, with the approval of the Lieutenant Governor in Council, to provide grants to private schools in Alberta. Thus in the Department of Education Expenditure Estimates, under the heading "Grants for Private Schools," the amount of \$400,000 was provided for aid to private schools during 1967. The estimates were approved and given Royal Assent on March 30. Subsequently the School Grants Regulations were amended to incorporate the following

¹⁶⁰ An Act to Amend the School Grants Act, Chapter 74, 1967.

¹⁶¹ Journals: Fourth and Fifth Sessions of the Fifteenth Legislative Assembly of the Province of Alberta, 1966-67 (Edmonton: The Queen's Printer, 1967), p. 87.

changes under the heading "Part III -- Grants to Private Schools":¹⁶²

- the per pupil grant is set at \$100 per pupil per year;¹⁶³
- the school must have been approved pursuant to the Department of Education Act and regulations thereunder;
- the school must have been in operation for three years;
- the school must have a minimum enrollment of thirty pupils;
- the school must employ at least two full-time teachers;
- each teacher may teach a maximum of three grades;
- the school must be inspected regularly;
- the parents of pupils must be Alberta residents in order for the pupil to qualify for the grant.

III. REACTIONS TO BILL 29

Other than in the Legislative Assembly itself and among private school people, the question of public aid for private schools seems to have caused little public stir from interested groups until after a decision had been reached to grant such aid. Consequently the objections recorded probably had little or no influence upon the outcome of changes in the School Grants Act. Still it is interesting to note the reactions of several organizations that are closely associated with education in Alberta.

¹⁶² School Grant Regulations, Order in Council 864/68, Part III.

¹⁶³ As part of the school year had elapsed when Royal Assent was given to Bill 29, \$70 per pupil was made payable to private schools for 1967, rather than the \$100 provided by the regulations as amended.

The Alberta Teachers' Association

The Alberta Teachers' Association had always expressed firm opposition to the expenditure of public funds for private schools. However there is no indication that any active attempt was made to solicit political support for their position until March 10, 1967 when a letter on the matter was sent to all M.L.A.'s. In part, the letter read:¹⁶⁴

We wish to register this opposition to the expenditure of public funds for private schools and to request that the members of the Legislative Assembly give careful consideration to our position and to the reasons for which the Association opposes the principle embodied in Bill 29 -

- 1 - Public support to private schools would set a precedent for public support of other private services which duplicate public services (e.g., police protection, fire protection, roads, etc). This type of public support is contrary to the basic principles upon which the provision of public services is based.
- 2 - It is the belief of our Association that education can benefit to the greatest degree by using all available public funds for the development of the public school system.
- 3 - Public support to private schools would tend to increase the number of private school supporters because such support would probably lower the tuition fees and other direct costs to supporters. Private school supporters are naturally less interested in maintaining adequate facilities and instruction in public schools. Therefore, as the proportion of private school supporters increases, the quality of the program in public schools would probably suffer. Experience in other parts of the continent lends support to this argument.

The Alberta School Trustees' Association

At the 1967 annual meeting of the Alberta School Trustees'

¹⁶⁴Letter from Stanley Clarke, Executive Secretary of the Alberta Teachers' Association, to all MLA's, March 10, 1967.

Association, the following resolution was debated:¹⁶⁵

The Alberta School Trustees' Association does not support the principle of financial grants from the general revenue of the province to private schools which, being private, operate outside the jurisdiction of the public school system.

The resolution set off a brief but animated discussion, with three trustees speaking in favor of the resolution and two speaking in opposition. Several arguments were brought out both for and against the resolution, the major ones being these:¹⁶⁶

1. For the resolution:

- (a) Public funds should be the responsibility of elected persons.
- (b) A province discharges its duties when it provides a public school system open to all children.
- (c) Granting funds to private schools could lead to a proliferation of private schools and a fragmentation of the public school system.
- (d) Diversion of public funds to private business opens the door to larger grants in the future.
- (e) Public funds for private schools encourage a further division of ethnic groups, and this represents a step backwards.
- (f) Public funds for private schools create administration problems with regard to transportation.

2. Against the resolution:

- (a) We must beware of infringing upon the proper liberties

¹⁶⁵Minutes of the Annual Meeting of the Alberta School Trustees' Association, November 508, 1967.

¹⁶⁶Ibid.

of individual citizens.

- (b) In a democracy, a state-controlled educational system should exist only for the purpose of example and stimulus to keep the others up to a certain standard of excellence.
- (c) If private groups are extended the freedom to organize and conduct schools--as they are in Alberta--there must be some equitable means provided for their financial support.
- (d) Some private schools such as Alberta College have done splendid work over the years.
- (e) Private schools are teaching more than public schools in ethical principles and are thus helping to turn out good citizens.

The motion was approved by a count of 263 to 155. As a result the resolution was included in a brief to the Cabinet, together with some of the arguments raised in opposition to the expenditure of public funds for private schools.¹⁶⁷

The Alberta Catholic School Trustees' Association

Like other similar organizations, the Alberta Catholic School Trustees' Association apparently made no attempt to get involved in the issue of public funds for private schools. However they voiced their approval of support for private education in a brief to the Committee on

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Brief of the Alberta School Trustees' Association to Executive Council, January 5, 1968.

School Centralization in 1966:¹⁶⁸

Private schools with goals similar to ours are to be given state aid. We congratulate you as legislators upon your willingness to provide it and the private schools themselves upon their success in persuading you and the general public that their ideals and services were relevant and necessary and entitled to general support.

IV. SOME INDIVIDUAL OPINIONS

It seems normal to expect that the approval of a Bill which appears to indicate a change of direction in government policy toward one area of education would create some conflicting views among individuals close to the educational and political scene in Alberta. What seems unusual is the wide range of opinion that some of these individuals expressed with respect to the implications Bill 29 holds for the future of education in the province. To illustrate this widely diversified range of opinions, a number of statements made in answer to questions about the implications of this Bill are given below.

Dr. William Swift, former Deputy Minister of Education:¹⁶⁹

Since the private school sector is really quite small, I can't see that there will be any very great impact upon educational finance. The fact that Roman Catholics may establish separate schools with full government support removes the largest group that otherwise would be interested in private school establishment from activity in this regard.

Randolph McKinnon, former Minister of Education:¹⁷⁰

¹⁶⁸Brief of the Alberta Catholic School Trustees' Association to the Committee on School Centralization of the Legislature of Alberta, July 15, 1966.

¹⁶⁹Quoted from statement written on interview schedule by Dr. William Swift.

¹⁷⁰Statement by Randolph McKinnon, personal interview.

The Minister tried to at least warn the members of the consequences of a too widely diversified school system. The fragmentation of resources and the duplication of services at the secondary level in particular, become quite evident. As a school system attempts to offer a variety of routes through the secondary system, the small high school with small enrollment becomes prohibitive or very expensive.

If the public system of education is not performing in a way which the public demands and requires, then the system should be changed to meet these public demands, rather than setting up a parallel system.

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Kenneth Bride, Executive Assistant, Alberta Teachers' Association:

The Association is opposed to allocating large sums of public funds for the operation of private schools which, in the beginning may be receiving token grants, but which in the end would eventually lead to the disintegration of our public school system.

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Donald Fleming, former M. L. A., Calgary West:

I am in favor of private schools getting a per cent of Foundation grants. They should get at least fifty per cent, even more. These schools fulfill a purpose public schools cannot. Every subject is taught in a Christian atmosphere by teachers who are dedicated Christians.

It is also well to remember that not all private schools in Alberta are strictly Christian. Some, such as the Hebrew schools, are operated by ethnic groups. The only way they can preserve their language and culture is by operating their own schools--and Canada is much richer because of this.

Dr. John Collett, former principal of Mount Royal College:¹⁷³

I do feel that if the government support of private schools ever becomes substantial, then the private schools, of necessity, will lose what independence they now possess and the reasons for their existence will be forgotten. The State cannot substantially support institutions with public funds unless it has control over the expenditure of the funds.

¹⁷¹Statement by Kenneth Bride, personal interview.

¹⁷²Statement by Donald Fleming, personal interview.

¹⁷³Quoted from statement written on interview schedule by Dr. John Collett.

Honorable Fred Colborne, Minister of Municipal Affairs:¹⁷⁴

It makes economic good sense to increase grants. Financial assistance should enable private schools to exist where they didn't before. This will induce a bit of competition. Thus, if the student has a rather free choice without being penalized too much in making his choice, this is one way of making schools more attractive to students.

Reverend Louis Tamminga, former president of the Christian Action Foundation:¹⁷⁵

I foresee (hopefully) that we will have three or four free public school systems, regulated and financed by the government, but run and operated by parent organizations, with publicly elected school boards.

Ernest Manning, former Premier of Alberta:¹⁷⁶

Once you start giving assistance, there is always the feeling that there ought to be more. However in this case, although it is reasonable to assume increases, these will not likely be substantial. I don't believe a third school system will result for the following reasons:

1. The measure of aid is not sufficient to encourage great expansion.
2. There are definite regulations governing the establishment of private schools that must be met before they receive aid.
3. Over the years there has been a change in attitude between public and separate schools, where vigorous separation of the two areas is lessening. This would not have taken place in the past. A further trend in this direction will tend to lessen the pressure for private schools.

Some Hidden Reasons

In the course of personal interviews conducted for this study,

¹⁷⁴Statement by the Honorable Fred Colborne, personal interview.

¹⁷⁵Quoted from statement written on interview schedule by Reverend Louis Tamminga.

¹⁷⁶Statement by Ernest Manning, personal interview.

a number of individuals implied that the real reasons for the strong feelings toward public aid to private schools were seldom given. The implication was that those arguments publicly expressed were based on logic, whereas the true, hidden arguments were based on personal prejudice.

At least two private school supporters expressed the view that opponents of public aid for private schools did not really believe that such aid would cause fragmentation, divisiveness, or anything else. They also questioned that a denominational school system would mean additional costs. The real reason for most opposition, they felt, stemmed from personal biases. This opposition, disguised in more convenient language, was spearheaded by those who would destroy any trace of Christianity left in our society, and promote secularism and materialism.

On the other hand, there were those who felt that the philosophy of the Social Credit government in general, and of Premier Manning in particular, caused the Legislature to turn a blind eye to the dangers of implementing public aid to private schools. Lupul aptly expressed this point of view when he referred to Manning in the following terms:¹⁷⁷

. . . a man described by a Journal reporter recently as one who "likes to talk of things spiritual and believes the Scriptures as the infallible word of a living God . . ." could hardly go through life as chief of the provincial executive without eventually giving to the clergy and their devout followers proof of his

¹⁷⁷M. R. Lupul, "Church and State in Alberta's Educational System: Some Old Wine in New Bottles" (address to the Fourth Edmonton District Convention, Alberta Teachers' Association, Edmonton, November 9 - 10, 1964).

good intention. He could hardly turn a deaf ear to their importunities forever, and when the latter's requests coincided so well with the government's social and economic philosophy, the new policy of partial public support to private religious junior colleges was irresistible.

While Lupul was discussing aid to private junior colleges, his statement expresses substantially the sentiment of some opponents of public aid to private schools.

The mere facts that such feelings were expressed is an indication that there probably were "unmentionable" reasons for the attitudes taken by at least some individuals. In all likelihood, these would tend to influence their reaction to public aid and to the implications foreseen for education in Alberta.

V. CONTINUING EFFORTS FOR MORE PUBLIC FUNDS

Direct public aid for private schools in Alberta is now a reality. Are private schools satisfied with the amount of assistance being given, or are further attempts being made to increase these grants? If the latter is true, are there any indications that their efforts will bear fruit? A brief examination of recent events should help to clarify these two questions.

The Association of Private Schools and Colleges in Alberta

At their 1968 fall convention the executive of the Association of Private Schools and Colleges in Alberta was asked to approach the Cabinet to double the grants for high school students attending private schools. Consequently, in a brief to the Cabinet the following request

was included:

The Association requests that, in order to maintain adequately the accepted principle of 'providing a measure of support', the level of the per pupil grants to private schools under the provision of the Schools Grants Act be increased to \$200 per pupil for the 1969-70 fiscal year.

Several arguments were presented to support this request. It was pointed out that school costs were rising rapidly, and whereas the public school system was assisted in meeting these costs by an increase in the Foundation Program Grants, no such increase had been forthcoming to private schools. The Cabinet was also reminded that private schools were saving the Alberta government \$2,000,000 per year as a result of the approximately 6000 pupils enrolled in these schools. Finally it was pointed out that there was substantial public support for a government move towards increasing the amount of per pupil grants as indicated by a resolution passed at the recent leadership convention of the Social Credit Party.¹⁷⁹

The Christian Schools

In a document prepared for them by Gunderson Public Relations of Calgary, the National Union of Christian Schools, District Eleven were given this advice:¹⁸⁰

It seems imperative that the National Union of Christian Schools, District Eleven, mount a concerted effort - either

¹⁷⁸A Brief Submitted to the Cabinet of the Province of Alberta by the Association of Private Schools and Colleges in Alberta, January, 1969.

¹⁷⁹For further discussion, see p. 2.

¹⁸⁰A Program of Public Relations for National Union of Christian Schools (District 11), Prepared by Gunderson Public Relations, November 2, 1968 (mimeographed).

on its own or in league with the Association of Private Schools and Colleges in Alberta - to seek additional help from the province. A year should not elapse when your group(s) are not presenting a thoroughly researched brief to the provincial government. . . . Like many other groups, the Christian Schools must be prepared to "lobby" for financial assistance. It is a truism that a squeaky wheel gets the grease. If convinced that your cause is just, the wheel must start to squeak.

Representatives of Christian Schools are indeed convinced that their cause is just and are determined to make others aware of their stand. The Calgary Christian School supporters, for example, make it a point to invite all members of the Legislative Assembly and all members of Parliament from their area to their every official function. In Edmonton prior to the last provincial election, several open political forums were sponsored where the candidates from all political parties were asked direct questions about their views on the expenditure of public funds for private schools.¹⁸¹ A number of articles favoring such use of public funds have also been published in the Christian Vanguard, a pamphlet which is distributed to all M. L. A.'s.

Edmonton Christian School representatives have now publicly acknowledged that they are seeking additional government funds for their schools. In an Edmonton Journal article, it was revealed that a brief to the provincial government had requested that grants be raised from \$100 to \$200 per child. It was suggested also that provision should be made for the private school sector to get automatic annual grant

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Statement by Marinus Parlevliet, personal interview.

increases, just as the public and separate schools do.¹⁸² Thus it is quite evident that the quest for more public funds is continuing.

Political Support

What are the chances that the provincial government will respond to private school requests with increased grants in the future? To date there is some indication that further increases are not improbable. Of eleven Cabinet Ministers and M. L. A.'s asked, seven expressed the opinion that there would be increases in the near future. Three of them, including two Cabinet Ministers, stated that private school grants should become a part of the Foundation Program and felt that seventy-five per cent of per pupil public school grants would be a fair allotment for private schools.

Another indication of possible increases in private school grants came at the 1968 leadership convention of the Social Credit Party where a resolution calling for more aid was passed by party members by a two-thirds majority.¹⁸³ Finally it should be noted that on August 15, 1968, Alberta Regulation 268/68 amended the School Grants Act to provide for the payment of two dollars per annum per pupil to approved private schools for the purchase of reading materials.¹⁸⁴ It therefore seems likely that the attitude of our elected government representatives

¹⁸²The Edmonton Journal, April 12, 1969, p. 27.

¹⁸³For further discussion, see p. 2.

¹⁸⁴The Alberta Gazette, Edmonton, Saturday, August 31, 1968, Vol. 64, No. 16, p. 668.

continues to remain favorable with respect to increased grants for private schools.

CHAPTER VIII

SUMMARY, IMPLICATIONS AND CONCLUSIONS

I. INTRODUCTION

It was the purpose of this study to attempt to trace the events that led to the adoption of the decision to grant public aid to private schools in Alberta. Because of certain perceived advantages,¹⁸⁵ the case method was used to develop the thesis. The structured interview and the questionnaire served as the chief instruments in the collection of data. However a number of other sources was used as well, including the minutes of the meetings of various organizations, the speeches in the Legislature on the motion to grant public aid to private schools, the briefs presented to the Cabinet, and a number of government and private publications that dealt with the topic studied.

This chapter begins with a brief review of the events of the case, stressing the role played by three key organizations. Then some important developments in the case are discussed, followed by a synopsis of the arguments presented by the individuals interviewed in the course of the study. Several implications of public aid based on the opinions of influential persons involved in the issue are given. Finally, a number of conclusions are drawn on the basis of the events and opinions surveyed in the study.

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For a discussion of the advantages of the case method, see p. 9.

II. SUMMARY OF EVENTS

The earliest attempt to gain public aid for private schools in Alberta appears to have taken place in 1953. However that attempt was short-lived, and it was not until the early sixties that serious effort was made to get government support for private schools. This effort developed primarily out of the activities of three organizations: the Christian Action Foundation, the Societies for Christian Education, and the Association of Private Schools and Colleges in Alberta.

The Ansley Motion--A Beginning

In March, 1962, Earl Ansley, Independent Social Credit M. L. A. for Leduc, presented a resolution in the Legislature calling for the expenditure of government funds for private schools. The resolution was soundly defeated, but it found some support among opposition and Social Credit members, including two Cabinet Ministers. From that time on, the quest for public aid seemed to accelerate, with a number of individuals and organizations actively pursuing support among government representatives, and apparently only one voice--that of the Alberta Teachers' Association--being publicly raised in opposition to such a move.

The Christian Action Foundation

The Christian Action Foundation, an organization formed to propagate Christian precepts in all walks of life, played a key role in the issue, particularly from 1962 through 1965. Under the leadership of such men as Reverend Louis Tamminga, John Olthuis, and Andrew Wierenga,

almost every legislator in Alberta was contacted through this organization. On December 11, 1963, Tamminga and Olthuis met with Premier Ernest Manning and expressed the views of Christian School people to him for the first time. Then on January 23, 1964, the same two men presented a brief to the Premier in which they outlined in detail the case for public aid to private schools. Tamminga also personally approached Randolph McKinnon, an Edmonton M. L. A. who was later to become Minister of Education, and Provincial Treasurer Edgar Hinman, and made the views of the Christian Action Foundation known to them.

Although the major impact of the Christian Action Foundation seems to have been made through personal contact on an individual basis, their activities were by no means restricted to that level. Their official publication--the Christian Vanguard--which is distributed to all members of the Legislative Assembly, carried a number of articles in support of public aid to private schools. Olthuis was largely responsible for the writing of a brief for the Societies for Christian Education which was presented to the Cabinet on January 31, 1966. The Christian Action Foundation also sponsored a number of open political forums at which the candidates from all political parties were invited to express their views on the private school question. Furthermore the Foundation distributed copies of briefs from both Ontario and Alberta to all M. L. A.'s, and succeeded in getting favorable publicity for their cause from the Edmonton Journal and Television Station CFRN.

The Societies for Christian Education

The Societies for Christian Education, particularly in Edmonton and Calgary, worked closely with the Christian Action Foundation on the

public aid issue and did considerable work on their own as well. It was the Edmonton Society for Christian Education that made the first contact with government representatives reported in this study, long before other organizations became actively involved. Much later, in the fall of 1962, a luncheon meeting at the Corona Hotel sponsored by this same Society marks the beginning of frequent contacts between private school people and Alberta M. L. A.'s.

The Calgary Society for Christian Education began its endeavors in 1963, and over the next five years contacted every Calgary M. L. A. in search of support for the expenditure of public funds for private schools. On March 31, 1964, they sponsored a meeting at the Highlander Motel which was attended by the Honorable Anders Aalborg, Minister of Education, and six of seven Calgary M. L. A.'s. From that meeting appears to have developed what was to form the nucleus of later political support; for it was three Calgary M. L. A.'s--Donald Fleming, Reverend Robert Simpson, and the Honorable Arthur Dixon--who worked most closely with private school people in bringing the issue before the House. It was Fleming who introduced the resolution on public aid in the Legislature, and it was Fleming, Simpson and Dixon who seem to have been most vocal in seeking support among other legislators outside the official meetings of the House.

The Edmonton and Calgary Societies for Christian Education, along with the Societies from Lacombe and Lethbridge and Hillcrest Christian College, also sponsored a brief to the Cabinet which was presented by Olthuis and Dr. William Vanden Born on January 31, 1966. This brief, which was distributed to all M. L. A.'s as well, came at an opportune

time, just over a month before the public aid resolution was presented in the House. The activities of these Societies is continuing, and they, at present, seem to be responsible for most of the pressure being exerted upon the Cabinet for an increase in existing grants.

The Association of Private Schools and Colleges in Alberta

While the Christian Action Foundation and the Societies for Christian Education were involved largely in informal activities, the Association of Private Schools and Colleges in Alberta acted mainly through formal channels. By means of its representatives on the Advisory Committee on Private Schools and Colleges, the Association was able to make annual representation to the Minister on behalf of private schools, and was instrumental in bringing about a number of concessions which seemed to "soften" opposition to the use of public funds for private schools. The Association also sponsored a number of briefs to the Cabinet. Its strength seems to lie in the fact that it represents educators from several religious denominations. As such, its voice appears to have had considerable impact in the outcome of this issue.

Formal Approval

The Fleming resolution was introduced in the House on March 3, 1966, and won formal approval on March 29. One year later, on March 31, 1967, the School Grants Act was amended to include the payment of per pupil grants to private schools. As a result, Order in Council 864/68 provides for the payment of \$100 per pupil to all private schools in the province qualifying for assistance.

III. SOME IMPORTANT DEVELOPMENTS

A brief review of the events leading to the decision to grant public aid to private schools suggests that a series of changes involving indirect aid to private schools and private school teachers was implemented, beginning in 1960. For the most part these changes occurred as a result of recommendations made by private school representatives on the Advisory Committee on Private Schools and Colleges. They include:

1960--Permission for certified teachers of private schools to mark Departmental Examinations.

Provision by the Department of Education of Attendance Registers for private schools.

Provision for students pursuing university courses at private colleges affiliated with the University of Alberta to receive awards under the Students' Assistance Act.

Addition of a new section to the School Act permitting divisional school boards to allow private school children to use the regular school bus services.

1961--Amendment of Section 400 of the School Act to include children in attendance at a private school approved by the Minister.¹⁸⁶

1964--Authorization of payment of an annual grant of \$630 for each full-time private college student enrolled

¹⁸⁶Section 400 of the School Act explains the circumstances under which a child of compulsory school age may be excused from regular attendance at a public school.

in university courses acceptable to the University of

Alberta as constituting a full year's work toward a degree.

1965--Amendment of the Teacher's Retirement Fund Act to include private school teachers under a pension plan similar to the Teachers' Retirement Fund plan, but with contributions handled separately.

Obviously there was a gradual change in attitude with respect to the rights of private schools in Alberta. It may be useful here to list a number of significant processes that occurred in the course of the move towards direct aid to these schools.

1. A small nucleus of individuals was responsible for much of the pressure that was exerted on the Cabinet.

Reverend Louis Tamminga and John Olthuis seem to have worked endlessly in search of support for their cause. They publicized the purpose of the Christian Schools in the Christian Vanguard; they personally met with most of the influential government officials in the province, and encouraged others to do the same; they were instrumental in the preparation, distribution and presentation of a number of briefs; and as the leaders of the Christian Action Foundation, they also worked closely with the Societies for Christian Education and helped shape the policies of that group.

Dr. William Vanden Born played an equally important role. As a member of the Edmonton Society for Christian Education, he was deeply involved in their activities and worked closely with Olthuis and Tamminga of the Christian Action Foundation. As a member of the executive of the Association of Private Schools and Colleges in Alberta, he led the

debates on public funds that took place at each Association convention. It was he probably more than any other individual who succeeded in bringing about general agreement among Association members with respect to accepting public aid. Finally, as a private school representative on the Advisory Committee on Private Schools and Colleges, he continually voiced the position of the Association on this issue.

There were others as well. Henry Kaiser was a strong member of the Social Credit Party who knew personally many of the Alberta M.L.A.'s, and did much to publicize the position of the private schools. Henry Verhoeff rallied the forces in Calgary, from where the key government supporters came. As well, the support of a few well known and well respected private school administrators, such as Reverend Sidney Vincent of Alberta College, no doubt had considerable impact.

2. The position of the Association of Private Schools and Colleges in Alberta moved from one of uncertainty to one of almost unanimous support.

The strong views of Christian School representatives, and particularly of Dr. William Vanden Born, no doubt played a part in bringing about this change of attitude within the Association. However another very important factor was the rapid rise in educational costs. A number of influential members of the Association, including Gulbrand Loken, Reverend Sidney Vincent, and Dr. John Collett, who had originally either opposed public aid or taken a neutral stand, came to recognize that private schools as they existed were in jeopardy unless government grants could be secured. They therefore threw their support behind those who were seeking such grants, thus strengthening considerably the role of the Association in this issue.

3. A number of key government officials who had originally opposed the expenditure of public funds for private schools withdrew their opposition.

As Minister of Education, the Honorable Anders Aalborg had been in frequent contact with private school people, and had been adamant in his opposition to public aid for private schools. In fact, he had been perceived as a major obstacle in the quest for public funds. However, as educational costs continued to rise and as more private schools (notably Mount Royal College) fell into financial difficulties, he changed his mind and threw his support behind the proponents of public aid. Aalborg's support is considered by some legislators as a key factor in the outcome of the issue.¹⁸⁷

A number of M. L. A.'s indicated that knowledge of Premier Ernest Manning's support of the Fleming resolution was also an important factor in the outcome of the public aid issue. This, too, represented a change in position on his part, for although Manning had always been sympathetic to private education, he had not previously indicated any support for their cause.¹⁸⁸

4. Private schools seem to have won the right to a share of public funds by default.

Although there was considerable opposition to such use of public funds, there seems to have been very little organized effort made to

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For further details on Aalborg's views, see p. 78.

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For further details, see p. 77.

prevent it from happening. For example, within the Department of Education there were several officials who felt this was a step in the wrong direction;¹⁸⁹ and while they apparently made their feelings known to the Minister, they were not in a position to express their views publicly. The result was that, for the most part, the Department was by-passed when this decision was being made.

The members of the Alberta School Trustees' Association were also largely opposed to the expenditure of public funds for private schools.¹⁹⁰ Yet they raised no voice on the matter until after the decision had been reached. The Alberta Teachers' Association did repeatedly state their opposition. However they did so only in statements of policy and made no effort to generate political support for their stand until after the matter had in fact been resolved.

IV. ARGUMENTS FOR AND AGAINST PUBLIC AID

Many arguments were raised both for and against public aid for private schools by those individuals who were interviewed in the course of this study, or who answered the questions on the interview schedule used as a guide for the collection of data. The following is a synopsis of the opinions expressed by these individuals. They include nineteen private school administrators and board members, sixteen M. L. A.'s and Cabinet Ministers (some of whom are no longer in office), and ten others, chiefly individuals presently or formerly employed by the Department of

¹⁸⁹See p. 72.

¹⁹⁰See p. 96.

Education. It should be noted that many of the arguments revolve around the worth of private schools rather than the issue of public funds. Both proponents and opponents of public aid attempted to justify their position on aid by justifying or refuting the worth of the private school.¹⁹¹

The Case for Public Aid

1. In a democratic and pluralistic society, the principle of freedom of choice must be upheld.

Parents who cannot in good conscience send their children to the public school system must be free to choose an alternative. There is no true freedom when an alternative means a school system operating under a severe financial disadvantage. The result is an unjustifiable predicament forced upon people in a country which purports to uphold the rights of minorities.

2. The education of children is a parental responsibility.

Article 26 of the United Nations Declaration of Human Rights states that everyone has the right to a free education and that parents have the prior right to choose the kind of education that shall be given their children. This right of parents cannot be realized in a public school system which of necessity must cater to children of many faiths and to non-believers as well.

3. Private schools provide the proper religious and moral training for their pupils.

¹⁹¹In the author's opinion, some of the arguments for and against public aid that appear on pp. 117-124 could be combined, as similarities between items do exist. However the author chose to report these as they were presented to him.

In a private school, parents can provide the type of religious training that is in harmony with the beliefs children are taught in the home. Religion also becomes an integral part of the curriculum rather than a piece-meal effort offered during a half-hour period at the end of the day. By its very nature the public school system must remain neutral, and therefore cannot fulfill the needs of those who demand a Christian upbringing for their children.

4. Private schools save the taxpayer money.

If private schools ceased to exist, the addition of six thousand pupils into the public school system would add a considerable burden to the public purse. The provision of some assistance will do a great deal to guarantee against the closing of these schools.

5. Private schools can be a source of competition for the public system.

In a democratic society competition serves as a strong incentive to the pursuit of excellence. It also serves to cut costs through the comparison of expenditures and the adoption of the most economical approach. A state-supported system of private schools would do much toward offering such competition.

6. Roman Catholics already get their proportional share of public funds.

If one denomination is given access to its share of public money for education, it is only fair that other denominations and other minority groups should have the same right.

7. Moral decay is widespread in the public schools.

The public schools are being corrupted by irreligious attitudes, atheistic and agnostic teachers, and lax discipline. The use of drugs

and liquor among students is rampant. The system has forgotten the Christian heritage from which it gets its roots. Concerned parents have the right to protect their children from such an unfavorable environment.

8. Private school supporters endure "double" taxation.

Just like everyone else, private school supporters contribute their full share toward the support of the public system. In addition they pay tuition fees to their own schools. Surely they have the right to expect something in return.

9. Private schools provide excellent training for good citizenship.

There is more stress on moral and ethical values in private schools than in public schools. The atmosphere is therefore more favorable to the formation of strong citizens who will help build a stronger Canada.

10. Private schools serve as a source of special services and experimentation.

Special services provided by some private schools include the provision of homes for needy children, education in a special philosophy, and training of bilingual students. Private schools have also pioneered educational services in such areas as semester programming, music, and rehabilitation efforts for youths.

11. The rising costs of education necessitate the expenditure of public funds for private schools.

With costs rising rapidly, private schools must secure public aid or cease to exist in their present form. Since these schools are providing valuable service and since they are saving tax dollars, they

must be granted such aid.

12. Private schools provide more individual attention to the pupil.

Private schools generally have lower enrollments and are thus capable of catering more to the needs of the individual. On the other hand, the public schools have become almost totally impersonal, grinding out standardized products much in the same way as does a factory.

13. Private schools stress the worth of the individual.

In the private school, group norms take second place to the individual. The emphasis is on the person and his fulfillment in life as the servant of God.

14. The principle of justice calls for public aid for private schools.

The government gives parents the liberty to set up schools and at the same time insists that they continue to bear the full burden of public school taxation. It is only logical that if private schools deserve recognition, they also deserve the right to equal opportunity.

15. Other provinces and other countries grant assistance to denominational schools.

Among the so-called free countries of the world, very few restrict education to one publicly-supported system. Even in Canada, other provinces have recognized the rights of minorities. Newfoundland has a multi-denominational system and Saskatchewan now pays per pupil grants to all private high schools.

Among private school people, freedom of choice, parental responsibility, and proper moral and religious training were the arguments used

most often in support of public aid. M. L. A.'s and Cabinet Ministers mentioned freedom of choice and moral and religious training most often, but they also emphasized three other points: moral decay in public schools, provision of competition, and saving of tax dollars.

The Case Against Public Aid

1. Public funds for private schools will lead to the proliferation of private schools.

Once a measure of public aid has been granted to private schools, there will be continued and mounting pressure for an increase in the amount of this aid, the goal being parity with the public system. The long term result is the institution of a denominational system, at a time when a scarcity of funds begs for unity rather than plurality.

2. Public funds for private schools will lead to the fragmentation of the public school system.

If private schools are given access to public funds, every minority group which is dissatisfied with our schools as they now exist will strive for the formation of its own schools. Carried to its logical conclusion, this would lead to the collapse of our present system.

3. Public funds for private schools will lead to further duplication of educational services.

Alberta already provides for separate schools within the public school system. In areas with small populations, the result is often wasteful duplication of buildings and equipment. Any increase in the number of private schools will only serve to multiply the occurrence of such duplication.

4. Our society endorses the principle of separation of church

and state.

The citizens of Canada long ago chose to keep church and state apart as two separate institutions. They have not seen fit to change this situation. As most private schools are denominational in nature, public funds for private schools is a violation of this time-honored principle.

5. By their very nature, private schools are divisive.

Private schools are set up to propagate the biases of minority groups, whether these be religious, ethnic, or otherwise. The result is often narrow-mindedness and misunderstanding when we should be striving for open-mindedness and cooperation.

6. The province provides for the education of all children through its public school system.

Parents already have the opportunity to choose between sending their children to a public school and sending them to a private institution of their choice. If they choose the latter, they must bear in mind that by choice the public has accepted the principle that a single, publicly-supported system can make the best provision for the greatest number of students with the money presently available. Therefore they must be prepared to pay the cost of private education themselves.

7. No provision is made for the support of other private services.

Public support to private schools would set a precedent for public support of other private services which duplicate public services--for example, police protection. This type of support is contrary to the basic principles upon which the provision of public services is based.

8. Parents are responsible for the religious training of their children.

Since the primary purpose of most private schools is the provision of religious training, public support would simply act as an incentive for more parents to relinquish the religious training of their children to the schools. But this is a parental responsibility, and we should do nothing to encourage parents to pass this responsibility on to others.

9. Public support for private schools will lead to further loss of independence for these schools.

Part of the value of the private school is its freedom to present prescribed curricula in a manner that is compatible with the views of the parents. Since it is an accepted fact that "he who pays the piper calls the tune," private schools must avoid accepting money that will force them to bow to political control.

10. Private schools drain Christian teachers from the public system.

The argument is often presented that public schools promote materialistic and irreligious attitudes. By draining away many dedicated Christian teachers, private schools are accentuating the very problem they are striving to overcome.

11. Public funds for private schools will lead to a severe increase in educational costs.

The cost of education is already very high. Any move to provide public funds for private schools will only cause further strain on the already over-burdened tax dollar.

12. Public schools are doing satisfactory work.

The argument that the public schools are corrupt and immoral is widely exaggerated. The majority of public school teachers are fine, upstanding citizens who work hard to teach the principles of good citizenship. Besides, if public schools were jeopardizing moral standards, then the obvious step would be to pool available resources in an effort to overcome this unfortunate situation rather than to run away from it.

The most often mentioned arguments by opponents of public aid were fragmentation of the public school system, duplication of educational services, proliferation of private schools, and separation of church and state. The first three of these revolved largely around financing, the feeling being that a single public system is more economical and more efficient than a dual or pluralistic system.

V. IMPLICATIONS

There was considerable disagreement among interviewees with regard to the implications public aid for private schools holds for the future of education in Alberta, even among those who agreed that aid should or should not be given. Private school supporters, with some exceptions, were generally pessimistic about their chances of getting a significant increase in the amount of per pupil grants. On the other hand, opponents to public aid repeatedly expressed the fear that private schools would not be satisfied until they had been granted financial assistance commensurate with that given to public schools.

Among supporters of private schools, one view was that increases

in grants would be forthcoming, but that they would be small and never adequate. People expressing this view foresaw a continuing struggle for private schools, with their population remaining at approximately the present level. They perceived provincial grants as being sufficient only to help them survive. It should be added, however, that there were others who were far more optimistic.¹⁹²

Most private school supporters felt that the regulations adopted by the Department of Education would guarantee against small church groups setting up substandard schools. There was a general feeling, however, that with an increase in grants, the number of private schools would increase. This would make Alberta richer because of the greater opportunities afforded by a pluralistic educational system. Parents would have true freedom of choice. Private schools could then fulfill a purpose that public schools cannot by affording a Christian atmosphere and a curriculum with Christian principles forming an integral part of the program.

No fear was expressed that public funds for private schools would cause fragmentation of the public system or extensive duplication of services. Nor was any concern voiced with respect to increased costs. The general consensus was that any increases in costs would be minimal. Some argued that since private schools generally operate more efficiently, the result might well be a decrease in total costs. Others felt that since financial support would never reach parity with the public system, any upward trend in the private school population would actually cut

¹⁹²
See p. 100.

down on government costs. One person did suggest that fragmentation could occur if a rift came between the public schools and the public at large. However, he dismissed the possibility as highly unlikely.

Among opponents to public aid, opinion on the extent of increases in grants was divided into two camps. Some could not foresee any major increases in grants, even in the distant future. They implied that the private school population would remain static, with smaller schools closing and larger ones offering more highly specialized instruction. Others foresaw substantial increases, leading ultimately to three or even four provincial-wide, state-supported school systems, and possibly even to the disintegration of our present public schools. Among this latter group, three major fears were expressed: (1) The demands made on the public purse will become so acute that funds will have to be spread more thinly, resulting in a general lowering of standards. (2) The proliferation of private schools will lead to the establishment of a denominational network of schools, with all the administrative and financial problems of a "Newfoundland" system. (3) The door will be open for other private services to demand public support, thereby leading to expensive and unreasonable duplication of services.

VI. CONCLUSIONS

It seems apparent from this study that the decision to grant public aid to private schools was influenced strongly by political activities as well as by philosophical motives. Those organizations and individuals seeking aid held numerous meetings and made repeated representations to the Government of Alberta in the form of briefs, letters, and personal contacts. In doing so, they were acting primarily on

behalf of denominational groups, or in the case of the Association of Private Schools and Colleges, on behalf of a non-denominational group governed by individuals with denominational interests. On the other hand, those opposed to aid for the most part stood by and made little effort to influence political thinking on the matter.

It also seems apparent that three organizations--the Association of Private Schools and Colleges in Alberta, the Christian Action Foundation, and the Societies for Christian Education--were largely responsible for bringing the arguments in favor of public aid to the attention of elected government representatives. Within these organizations, a handful of knowledgeable and industrious individuals succeeded in cementing the attitude of the membership by playing important roles in the activities of two, or even all three, organizations.

There is considerable evidence to indicate that private school people will continue to press for more extensive financial assistance from public funds. However, there is also some indication that opposing forces will make their views more widely known from now on. The present squeeze on the tax dollar also mitigates against substantial increases in the immediate future.

Finally, if the assessment of the opinions of a small minority of M. L. A.'s and Cabinet Ministers is significant, then there is good reason to believe that financial assistance for private schools from public funds will continue to increase until eventually a plateau is reached where private schools will get grants amounting to a considerable percentage, proportionally speaking, of public school grants.

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APPENDIX A

I. Letter Preceding Interviews.

II. Interview Schedule Forwarded to all Persons to be Interviewed.

March 12, 1969

Dear Sir or Madam:

I am a graduate student at the University of Alberta enrolled in the Master's program in the Department of Educational Administration. As part of the requirements for the program, I am conducting a study of the recent legislative decision to lend public aid to private schools in Alberta. By public aid, I mean the financial assistance now being given to private schools from the general revenues of the province in the form of per pupil grants.

The primary method I propose to use in this study is the personal interview. I have prepared an interview schedule which I hope will cover the important details concerning the issue being examined. In this regard, I respectfully request a meeting with you in the near future, preferably prior to April 15, 1969. This meeting would, of course, take place at your convenience.

In an attempt to lessen the possibility of misinterpreting your comments and in the interest of more effective use of your time, I am enclosing a copy of the interview schedule for your perusal. I plan to telephone within the next three days to arrange for an interview time suitable to you.

Your assistance in this matter will, hopefully, make it possible for me to develop a thorough and accurate description of the events that led to the granting of public aid to private schools in Alberta.

Respectfully yours,

Stan Digout

University of Alberta

Faculty of Graduate Studies

Department of Educational Administration

An Interview Schedule

Designed to collect data for

The Thesis

PUBLIC FUNDS FOR PRIVATE SCHOOLS:
THE MAKING OF A DECISION

by

Stan Digout

1. Were you at any time involved or interested in the issue of public funds for private schools in Alberta?
Yes_____ No_____
2. If your answer is yes, when did you first get involved/interested in this issue? Please explain.
3. Did any organization to which you belong ever make representation to any M. L. A. or to the Cabinet regarding this issue?
4. If your answer is yes, which organization made the representation? To whom? Over what period of time? How often? In what manner?
5. If there are documents related to these representations, are they available? Where can they be secured? From whom?

6. What were the major arguments advanced in favor of public funds for private schools? Against?
7. Are you aware of any meetings or other significant events that occurred which may have influenced the legislature's decision to lend public support to private schools? If so, please elaborate.
8. (a) Are you aware of any involvement by individuals other than yourself that may have been influential in leading to the ultimate decision? If so, in what capacity?
- (b) Are you aware of involvement by any groups other than those to which you belong?

9. What was your own position on this issue at the time of the resolution that was passed in the Legislature in 1966?
10. Had you always held this point of view? If not, how was your previous point of view different? Why did you change your mind?
11. In your opinion, what policy position, if any, was taken by the Department of Education in this issue?
12. In your opinion, what role was played by the Minister of Education in caucus, in the House, and in the Cabinet?

13. In your opinion, what role was played by other Cabinet Ministers?
14. To what extent, if any, has the position of various non-governmental individuals and groups evolved over the past seven years? (Include those groups opposed to public aid as well as those in favor of it.)
15. (a) What M. L. A.'s, to your knowledge, had adopted positions on this issue?
- (b) What were these positions?
- (c) How did they come to take these positions?
- (d) How have their views evolved over the past seven years?

16. (a) What civil servants, to your knowledge, had adopted positions on this issue?

(b) What were these positions?

(c) How did they come to take these positions?

(d) How have their views evolved over the past seven years?

17. (a) To your knowledge, how did various M. L. A.'s attempt to influence other legislators outside the meetings of the House?

(b) To what extent, if any, did they succeed in doing this?

18. In your opinion, what are the implications of the change in the School Grants Regulations regarding private schools for educational finance in Alberta? (Include both short-range and long-range views, as well as practical and philosophical considerations)

APPENDIX B

- I. Regulations for Private Schools (O/C No. 4/46).
- II. Application for Private School
- III. Application for Renewal of Authority to Operate a Private School.
- IV. Letter Verifying Approval of Application.
- V. School Grant Regulations (O/C No. 864/68).
- VI. Grants to Private Schools: Report of High School Students Enrolled.
- VII. Grants to Private Schools: Report of Teachers.
- VIII. Report Form for Grants to Private Schools.

GOVERNMENT OF THE PROVINCE OF ALBERTA

DEPARTMENT OF EDUCATION

PRIVATE SCHOOLS

A private school means any school other than a school operated by a school district or a school division or county which offers or purports to offer instruction in courses established by the Department or courses substantially the same.

REGULATIONS

The following regulations have been made by Order-in-Council No. 4/46:

1. No private school shall be established or conducted unless and until the approval of the Minister of Education, in writing, shall have been obtained.
2. A private school may be established or conducted by an individual, a group of individuals, a company, an organization, a society, a church, or such other person or persons as may be approved by the Minister.
3. Any application for permission to establish a private school shall set forth the name or names of the person or persons or organization owning and controlling such school; and the application shall state the reason or reasons for the establishment of the school, and shall provide such additional information as may be required by the Minister.
4. The Minister at his discretion may withhold approval of any application and in so doing may give consideration to such factors as to him may appear relevant, including the size of the community in which it is proposed to establish the school and the probable effect upon presently existing schools.
5. Private schools shall be conducted in buildings or premises which meet the requirements of the Department of Education.
6. Private schools shall not, in communities where graded school facilities are available, offer work above Grade VIII unless more than one teacher is employed.
7. The program of studies of the Department of Education shall be substantially followed; the time devoted to instruction shall be equivalent to that required in public schools; and the same standard of attainment shall be expected as of public schools.

8. Teachers employed in private schools shall possess valid Alberta teaching certificates of appropriate class or, in exceptional cases, equivalent academic and professional qualifications acceptable to the Minister.
9. Private schools shall be subject to inspection by inspectors of the Department of Education.
10. The Minister, with the approval of the Lieutenant-Governor in Council, may revoke or suspend the approval of any private school if, in his opinion, it is not being conducted in accordance with these regulations or if, in his opinion, its presence in any community is impeding the development of school facilities in such community.

APPLICATION FOR PRIVATE SCHOOL

1. Application is hereby made under Section 3 of the Regulations, O/C 4/46, for permission to establish a private school to be known as:

2. Name or names of person or persons or organization owning or controlling such school:

3. Reason or reasons for establishing the school:

4. Grades in which it is proposed to offer instruction:

5. Staff of school:

Name	Certificate	Academic and Professional Qualifications
------	-------------	---

6. (a) Please describe in detail the room or rooms in which the classes are to be conducted, and attach a floor plan showing dimensions of room or rooms, and location of doorways, windows and fire escapes:

(b) Height of ceiling: _____

7. The following additional information is required:

(a) Number and size of windows: _____

- (b) Number and size of panes in each window: _____
Height of window sills above floor: _____
- (c) Type of desks provided for pupils: _____
- (d) Other equipment: _____

- (e) Number of pupils per classroom: _____
- (f) Method of heating: _____
- (g) Lavatory accommodation: _____
- (h) Ventilating facilities: _____
- (i) Fire protection: _____

Dated at _____

(Signature of Applicant)

_____19_____

Address: _____

This application is to be sent to: The Chief Superintendent of Schools
Department of Education
EDMONTON, Alberta

APPLICATION FOR RENEWAL OF AUTHORITY
TO OPERATE A PRIVATE SCHOOL

It is requested that the authority of _____

(organization operating school

to operate a private school be renewed for the year 19____.

Name of Applicant _____

Position in Organization _____

Address _____ Telephone No. _____

Address of School _____ Telephone No. _____

1. Name of Principal _____

2. Address of Principal _____

3. Name of School _____

4. Grades to be offered _____

5. Expected enrolment _____

6. Number of Teachers _____ No. of Classrooms _____

7. Has there been any change in the classroom accommodation during the past year? _____

If so, please indicate below:

The Department will request, by a letter or form which will be sent to you about the middle of August, the names of your teachers for the coming year.

One copy of this application is to be returned to:

The Chief Superintendent of Schools,
Department of Education
Administration Building, Edmonton, Alberta.

GOVERNMENT OF THE PROVINCE OF ALBERTA

DEPARTMENT OF EDUCATION

Refer to File No.

Administration Building
10820 - 98 Avenue
EDMONTON, Alberta

Dear Sir or Madam:

The Department of Education hereby acknowledges receipt of your application for renewal of authority to operate a private school. Your application has been reviewed and it is now possible to assure you of the approval of the Minister of Education for the operation of

Yours very truly,

E. J. M. Church,
Director of Special Services.

GOVERNMENT OF THE PROVINCE OF ALBERTA

SCHOOL GRANT REGULATIONS

ORDER IN COUNCIL 864/68

Effective January 1, 1968

DEPARTMENT OF EDUCATION
EDMONTON

SCHEDULE

THE SCHOOL GRANTS ACT

REGULATIONS RELATING TO THE PAYMENT OF GRANTS

PART I - GENERALSECTION 1 BASIC GRANT - WITHDRAWNSECTION 2

There shall be paid a grant of \$3,500 with respect to each teaching position in which a teacher is employed exclusively, with the approval of the Minister, for the instruction of pupils who require to be taught in classes of limited enrolment because of subnormal mentality, defective hearing or eyesight, or for other reason. Where the teacher has not been paid a full year's salary the grant shall be reduced proportionately.

SECTION 3

There shall be paid to any school board which with the approval of the Minister, pays to the University of Alberta a fee in respect of a student awarded a fellowship in the Division of School Administration and who enters into the internship with the board, fifty per cent reimbursement of such fee, not to exceed a reimbursement of \$900 with respect to any one student.

SECTION 4 - WITHDRAWNSECTION 5

- (1) (a) There shall be paid a grant equal to seventy-five per cent (75%) of any grant paid by the district or division to any organization or agency which, with the approval of the Chief Superintendent of Schools, provides instruction for pupils of subnormal mentality or having other handicaps such that they cannot be educated in the schools of the district or division, provided that the grants paid by the Department shall not exceed \$630.00 per pupil per year to a maximum of \$7,500.00 for each teacher employed by the organization or agency. The Chief Superintendent shall determine with respect to each such organization or agency the number of teachers employed or the equivalence of teaching service provided in terms of teachers.

- (b) There shall be paid in addition to the sum provided in Section 2 hereof to each school district or school division which provides in its own classrooms, instruction for pupils of abnormal mentality or other handicap, such that they cannot be educated in regular or opportunity classrooms, a grant equal to the schedules provided in Part A, 1 and 2 of the School Foundation Program Fund Regulations except that for purposes of determining the level of instruction the following shall apply:

Grades I - VI - pupils more than $5\frac{1}{2}$ years but less than 12 years of age by September 1.

VII - IX - pupils more than 12, but less than 15 years of age by September 1.

X - XII- pupils 15 years, but less than 21 years of age by September 1.

- (2) (a) There shall be paid a grant equal to ninety per cent (90%) of any contribution made for capital purposes by a school district or school division to any organization or agency which has qualified under subsection (1)(a) hereof, provided, however, that such grant shall not exceed \$7,200.00 per classroom nor 90% of the actual cost of the school.
- (b) There shall be paid a grant for capital purposes to a district or school division which has qualified under section (1)(b) hereof, provided that such grant shall exceed \$8,000.00 per classroom or the actual cost of the school, whichever is the lesser.

SECTION 6 - WITHDRAWN

SECTION 7

- (1) There shall be paid to the Board of each School District or School Division offering evening class instruction in accordance with the Regulations of the Department of Education governing evening classes, provided approval prior to commencement of classes has been given by the Chief Superintendent, a grant at the rate of Two Dollars (\$2.00) per hour with respect to:
- (a) Each teacher holding a certificate of qualification as required for day schools who offers instruction in authorized school subjects, or holding appropriate certification or other qualifications acceptable to the Department of Education, who offers instruction in the vocational or technical electives of the Junior and Senior High School or other approved vocational course.

- (b) Each principal appointed with the approval of the Minister.
- (2) With respect to such classes conducted for New Canadians, grants for which are reimbursed in part by the Government of Canada, the rate of grant shall be Two Dollars and Fifty Cents (\$2.50) per hour.
- (3) A public junior college shall be deemed to be a school district for the purposes of this section.

SECTION 8

There shall be paid such grant, not to exceed Seven Hundred and Fifty Dollars (\$750.00) for any teacher, as the Minister may direct, to districts or divisions which pay to teachers in isolated districts a salary bonus, provided the districts or schools in which such teachers teach have been previously designated by the Minister.

SECTION 9

- (1) There shall be paid to mission or other schools approved by the Minister, which provided education for children resident in unorganized territory, a grant not to exceed Two Thousand Four Hundred Dollars (\$2,400.00) per room. Such grant shall be paid only if the teacher or teachers in charge are in possession of Alberta teaching certificates, otherwise not more than One Thousand Six Hundred Dollars (\$1,600.00), per room shall be paid. The Minister may also require evidence to the effect that the Alberta program of studies is being substantially followed and that the accommodation is satisfactory, otherwise he may reduce in his discretion, the amount of grant payable.
- (2) In special circumstances in which it appears that the organization of a school district is not warranted due to the apparent temporary nature of a community resident in unorganized territory, the Minister may, on the recommendation of an Inspector of Schools, approve the transportation to an organized school of the children of the community and in so doing may pay a sum not to exceed Two Thousand Dollars (\$2,000.00), per annum towards the cost thereof, such payment to be made to a local committee certified to the Minister by the Inspector of Schools.

SECTION 10

- (1) The Minister may authorize the payment of a grant to the parents or guardians of pupils resident in unorganized territory, exclusive of Indian Reserves, to the same extent and subject to the same limitations as are provided with

respect to a divisional board in Part X of The School Act.

- (2) There shall be paid to the Board of a School District or School Division the amount of fees payable on account of children resident in unorganized territory as provided in section 323 of The School Act. When instruction is provided by an organization or agency approved pursuant to subsection I(g) of section 178 of The School Act; there may be paid to the organization or agency not to exceed Six Hundred Thirty Dollars (\$630.00) per pupil per year.

SECTION 11

The Minister may pay a special grant to any district or division upon the certification by the Chief Superintendent of Schools, or the Director of School Administration, that the circumstances prevailing in the district or division are such that such special grant is necessary to enable it to continue the operation of its school or schools.

SECTION 12

- (1) The Minister may pay to any rural school district upon its establishment, providing it is constituted wholly or in major part of lands previously outside any school district, a sum not to exceed Five Thousand Dollars (\$5,000.00), to be applied towards the provision of a school building or for such other capital purpose as the Minister may approve.
- (2) In cases of special need or extraordinary circumstances certified to by the Director of School Administration, the Minister may authorize a grant in excess of Five Thousand Dollars (\$5,000.00) but not to exceed Ten Thousand Dollars (\$10,000.00).

SECTION 13

In respect of the Lloydminster public and separate school districts, the Minister may authorize such payment, not inconsistent with these regulations, as to him appears equitable under the circumstances.

SECTION 14 - WITHDRAWN

SECTION 15 - WITHDRAWN

SECTION 16

- (1) WITHDRAWN
- (2) Grants earned under sections hereof numbered 5,6,7,8,9, 10,11 and 12 shall be paid upon receipt by the

Department of Education, of such certified returns as may be required.

SECTION 17 - REPEALED

SECTION 18

The Minister may cancel the grant or any portion thereof payable to any district or division that fails to comply with the provisions of The School Act or any of the Regulations of the Department of Education.

SECTION 19

These regulations do not apply to school districts established for the purpose of educating children of employees of the Government of Canada.

SECTION 20

- (1) In the event that any district or districts shall have been included within or excluded from any school division, the Minister shall adjust the grants payable to the boards of such districts or divisions as may be affected as in his discretion is deemed equitable.
- (2) In these Regulations "Minister" means the Minister of Education.
- (3) The decisions of the Minister with respect to the interpretation of these Regulations shall be final.

PART II - GRANTS TO ACCREDITED SCHOOL DISTRICTS

1. The year in which an order is issued under which a district becomes accredited shall, in respect of such district, be termed its base year.
2. There shall be determined for such district with respect to its base year a base rate per pupil, according to the following formula, namely:

There shall be subtracted from the total amount received by the district under the School Foundation Program Regulations for the base year the sum paid into the School Foundation Program Fund for the same year in respect of the district by the municipality or municipalities within which it lies. The resulting remainder shall be divided by the number of pupils for whom payment was made pursuant to Section 1 of Part A of the said Regulations.

3. The district shall in each year receive a grant for each

pupil, other than pupils educated pursuant to any agreement entered into under subsection (6) of Section 178 of The School Act, enrolled in its schools, determined in the same manner as under clause (b) of section 1 of Part A of the School Foundation Program Regulations, in the amount computed pursuant to section 2 hereof.

4. The total amount granted the district in any year shall be increased or decreased in conformity with any changes in the School Foundation Program as follows:

(1) If in any year the rate of levy in mills on the equalized assessment of all municipalities pursuant to subsection (2) of section 304a of The School Act is increased over or decreased from that which it was in the base year, the total grant paid to the district in that year shall be decreased or increased, as the case may be, by a sum computed by applying the difference between the two mill rates to the equalized assessment applicable to the district in that year.

(2) If the amounts payable per pupil pursuant to section 1 of Part A of the School Foundation Program Regulations are increased over or decreased from the rates which applied to the pupils for whom School Foundation Program support was paid in the base year; the total increase or decrease resulting therefrom shall be divided by the number of pupils in the base year and the base rate per pupil shall be adjusted, up or down, accordingly.

(3) If the amounts payable per teacher pursuant to section 2 of Part A of the School Foundation Program Regulations are increased over or decreased from the rates which applied in the base year the revised rates shall be applied to the teachers for whom School Foundation Program support was paid in the base year; the total increase or decrease resulting therefrom shall be divided by the number of pupils in the base year and the base rate per pupil shall be adjusted, up or down, accordingly.

(4) In the event that change is effected in the School Foundation Program Regulations other than as provided in (2) and (3) hereof, the Minister shall make such adjustment in the total grant as to him appears equitable.

5. Part I of these Regulations, in so far as they are applicable, apply to an accredited school district.

PART III - GRANTS TO PRIVATE SCHOOLS

1. In this Part:

(a) "Private School" means a school that:

- (i) has been approved pursuant to the Department of Education Act and regulations thereunder and provides elementary and/or secondary education,
 - (ii) has been in operation for a minimum of three years,
 - (iii) has a minimum enrolment of thirty pupils and has employed two full-time teachers,
 - (iv) does not require a teacher to teach more than three grades,
 - (v) is not being operated for the monetary gain of an individual or for a group of individuals.
- (b) A "resident pupil" means a pupil, other than an Indian pupil, who has not attained the age of twenty-one years and whose parents or guardians are ordinarily resident in Alberta.
- (c) A "full-time" (FT) pupil or a "full-time equivalent" (FTE) pupil shall be defined by the Minister.
- (d) "Minister" means Minister of Education.
2. (a) There shall be paid in each calendar year to each private school a sum not to exceed \$100.00 for each FT or FTE resident pupil enrolled in Grades I to XII inclusive. In the case of high school pupils, the Minister may prescribe a rate per credit providing the amount paid per FT or FTE pupil does not exceed the sum of \$100.00.
- (b) The pupils shall be counted at such times as may be prescribed by the Minister and the number of pupils enrolled on each of the dates prescribed shall be deemed to be the number of pupils enrolled for the purpose of computing the amount of entitlement in respect of pupils for the portion of the year to which it is declared by the Minister to be applicable.
3. Subject to necessary adjustments from time to time the total sum payable in any year shall be paid in two instalments payable on or about May 1 and December 1 but no instalment is payable within thirty days of submission of any returns applicable thereto.
4. Each private school shall submit to the Department of Education at such times as may be determined by the Minister claims setting forth its entitlement under this Part, which claims shall be subject to checking and verification by the Department.
5. The claims shall be made upon such forms as may be prescribed by the Department of Education and shall be attested to by a statutory declaration taken by the secretary of the private school.

6. Each private school shall submit to the Department of Education at such times and in such forms as may be prescribed by the Minister an audited financial statement of its operations.
7. In matters not specifically provided for in this Part, the Minister shall take such action and make such decisions as appear to him proper and equitable under the circumstances.
8. The Minister is empowered to interpret this Part and any interpretation made by him shall be final.

(Amended by O. C. 1542/68 August 13, 1968)

9. Parts I and II of these regulations do not apply to this Part.
10. Grants to private schools shall be paid out of Appropriation 1314.
11. The Minister may cancel the grant or any portion thereof payable to a private school if it fails to comply with any of the provisions of the Department of Education Act or any of the Regulations of the Department of Education.

PART IV - GRANTS FOR THE PURCHASE OF READING MATERIALS

1. There shall be paid to each school district, school division, county and approved private school, the sum of \$2.00 a year for each pupil enrolled in Grades I to VI inclusive for the purchase of reading materials.
2. For purposes of this Part, the pupils shall be counted at such time or times as the Minister may determine.
3. Grants for the purchase of reading materials shall be paid out of Appropriation 1305.
4. This Part becomes effective September 1, 1969.

September 24, 1968

Reference:
Chief Administrative Officer
Department of Education

GRANTS TO PRIVATE SCHOOLS
REPORT OF HIGH SCHOOL STUDENTS ENROLLED
DATA AS AT SEPTEMBER 30, 1968

Schedule A

List all High School Students

Student's Name	() Check Resident Pupils	Age	Grade	High School Credits Carried			For Department Use
				Full Year Program	Semester Program		
					First	Second (1)	

A report where applicable with respect to the second semester may be required.

GRANTS TO PRIVATE SCHOOLS
REPORT OF TEACHERS
DATA AS AT SEPTEMBER 30, 1968

Schedule B
List all Teachers

[illegible]

C. Pupils:

1. Enrolment by grades - All pupils

N	K	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Total

2. Enrolment by grade "RESIDENT PUPIL" only (See definition of "resident pupil".)

N	K	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Total

Declaration of authorized officer:

The undersigned hereby declares that to the best of his knowledge the information contained herein and in the schedules attached hereto are correct in every respect and that the school is not being operated for the monetary gain of an individual or for a group of individuals.

Declared before me at _____

Signature of Authorized
Officer

This _____ day of _____ 1968

N.P., J.P. or COMMISSIONER

Title of Signing Officer

Department Use Only: Eligible Pupils

Grade	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Total
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Enrolment _____

Grant @ \$ _____ per pupil \$ _____

SCHOOL GRANT REGULATIONS PART III
REPORT FORM FOR GRANTS TO PRIVATE SCHOOLS
DATA AS AT SEPTEMBER 30, 1968

- Summary -

A. School

1. Name of approved Private School: 2. Post Office Address:

2. Date school was approved
pursuant to Section 1 (a)(ii):

4. Date approved school
began operating:

(Day) (Month) (Year)

(Day) (Month) (Year)

5. Number of classrooms in operation -----

B. Staff

Number of teachers employed including Principal (must agree with
Report of Teachers Form 1302-350B).

1. Full time teachers-----

2. Part time teachers-----

3. Full time equivalent teachers (2) above)-----

Total number of full time teachers
(1 and 3)-----

B29919